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ABSTRACT

There are more than 70 different organizations in Jamaica engaged in some form of adult education, from university extension and professional career and skills training to social education and basic literacy. Programming for adults is currently available in the following forms: training for out-of-school youth, basic adult education and literacy training, the arts and culture, instruction delivered via the mass media, church-provided instruction, management and administrative training, and continuing education for professional personnel. As in other developing nations, adult education in Jamaica is viewed primarily as a tool for development that constitutes the main agency for social change. Compared with many other Third World countries, Jamaica lags behind in adult education at the university level. Extensive coordination efforts are necessary to remedy the currently fragmented nature of adult education services. Improvements are especially needed in the areas of lifelong learning, teacher education for adult educators, development of a mass education movement, and adequate training in the area of management development. Perhaps the most important task facing adult education in Jamaica is to convince Jamaicans that matters of science and technology are not beyond the grasp of Third World nations and that Jamaica's subsistence-level working population can indeed become a part of a modern industrializing state. (MN)

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# ADULT AND NON-FORMAL EDUCATION IN THE THIRD WORLD:
## A JAMAICAN PERSPECTIVE

Hopeton L.A. Gordon

Vancouver 1985

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# MONOGRAPHS ON COMPARATIVE AND AREA STUDIES IN ADULT EDUCATION

Jindra Kulich, General Editor

CENTRE FOR CONTINUING EDUCATION
THE UNIVERSITY OF BRITISH COLUMBIA
in co-operation with
THE INTERNATIONAL COUNCIL FOR ADULT EDUCATION

6

# PREFACE

Interest in the comparative study of adult education has been growing in many parts of the world since the first conference on comparative adult education held at Exeter, U.S.A. in 1966. This interest was given further impetus by meetings held at Pugwash, Canada in 1970, Nordborg, Denmark in 1972, and Nairobi, Kenya in 1975.

A number of international organizations, among these UNESCO, the International Bureau of Education, the International Congress of University Adult Education, the European Bureau of Adult Education, O.E.C.D., the European Centre for Leisure and Education, the Council of Europe, and the International Council for Adult Education have contributed their share.

A growing number of universities in all five continents established courses in comparative adult education. Many other universities encourage students to deal with comparative study or with the study adult education abroad in major papers and theses. The literature in this area has increased considerably since the early 1960s both in support and as a result of this university activity. A number of valuable bibliographies were published, cataloging the growing wealth of materials available in a number of languages.

Most of the literature available on adult education in various countries can still be found primarily in articles scattered throughout adult education and social science journals, while most of the truly comparative studies remain unpublished master's theses or doctoral dissertations. Until recently there was no commercial publisher enticing researchers to submit manuscripts of monographs dealing with comparative adult education and case studies of adult education in various countries, even though the need for such a publishing venture was stressed at a number of international meetings. It was with the intent to provide such service to the discipline and the field of adult education that the Centre for Continuing Education at The University of British Columbia, in cooperation with the International Council for Adult Education, decided in 1977 to publish a series of Monographs on Comparative and Area Studies in Adult Education.

In 1984 a major English publishing house in the field of education, Croom Helm decided to establish a new series, the Croom Helm

Series in International Adult Education. Dr. Peter Jarvis of the University of Surrey, an internationally recognized scholar and a noted promoter of publishing in international adult education, was appointed editor of this series. We would like to welcome the new series and are looking forward to the enrichment of the literature in this important field.

We are pleased to be able to present now the tenth volume in our series, *Adult and Non-formal Education in the Third World: A Jamaican Perspective* by Hopeton L.A. Gordon, Senior Lecturer in Zoology and Rural Adult Education and Associate Dean of Academic Affairs, College of Agriculture, Port Antonio, Portland, Jamaica.

Jindra Kulich
General Editor

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# INTRODUCTION

This monograph examines the development, present activities and impact on society of the various adult education organizations and provisions in the Commonwealth Caribbean Island Nation of Jamaica. UNESCO's interest in having this material published arose out of discussions between the Sub-Regional Educational Specialist for the Caribbean and the author regarding the desirability of setting out clearly some of these activities in Jamaica as these in many ways could serve as a case study as to how adult education and non-formal education is perceived and organized in the Third World.

An early survey[1] of Adult Education in Jamaica revealed that there are more than seventy different organizations engaged in some form or other of adult education, from university extension and professional career and skills training to social education and basic literacy. Historically, reviews[2] or surveys[3] of adult education in Jamaica have recognized the urgent need for the co-ordination of this widespread but disparate and fragmented activity, as well as to improve the professionalism of Jamaican adult educators.

However, before these modest objectives can be achieved it has to be recognized that the purposes of adult education in the developing world are at least in some ways different from those in developed countries. In the developed world, adult education tends to be an adjunct to leisure, and much of the literature deals with the problems of educating citizens to make creative use of increasing leisure time. In the developing Third World countries, adult education is increasingly regarded as primarily a tool for development, constituting the main agency for social change in many such countries.

This standpoint assumes added significance from the consensus that in most Third World countries, the formal educational systems have so far been inadequate, inappropriate, and too expensive to meet in a comprehensive way the respective educational needs of the nations concerned. As a consequence, in most Third World states, the adult population has largely missed the discipline of formal instruction.

However, because their acquisition of skills or, at least, their literate comprehension of what transpires around them is assumed to be a concomitant of national development, ways and means have had to be specifically devised to meet the peculiar educational requirements of the mass of adult people in such nations. Included in this category of adult education are such provisions as literacy education, mass education, adult basic education, distance education, community development, remedial education, training of out-of-school youth, in-service education, skills and vocational training, labour education, formal and non-formal citizenship or political education, as well as offerings through university extension studies.

There is an additional important qualitative consideration namely that in Third World states, adult education in its various forms should be geared to facilitate the process of nation-building. This is in addition to the mere production or enrichment of skilled manpower and involves the adult education movement in contributing to the development of such intangible national desiderata as a "national identity" and also to the preparation of evolving nations for the initiation of, and adjustment to change. In many instances, it seems that this qualitative component is often serendipitous, not always the result of deliberate planning, although no less effective or significant for that reason. This dimension of adult education as a fundamental instrument in nation-building seems increasingly to be recognized as not only desirable, but indeed, as essential. As a former Minister of Education in India, V.K.R.V. Rao, has stated:

> Without adult education and adult literacy, it is not possible to have that range and speed of economic or social development which we require, nor is it possible to have that content or quality or tone in our economic and social development that makes it worthwhile in terms of values and welfare.[4]

Nearer home, one finds the distinguished Caribbean educator[5], economist and Nobel laureate, Sir Arthur Lewis, stating unequivocally that the quickest way to increase productivity in the less developed countries is to train the adults who are already on the job. Lewis makes the point that those people are almost wholly neglected despite the abundant evidence of what adult education can achieve. Sir Arthur concluded that at the time of writing (1962), in many developing countries "Adult education languishes as much for want of understanding as it does for lack of funds."[6] This is still true today.

This author maintains[7], as do many other adult practitioners and scholars, that the main functions which adult education serves in Third World countries include the following as enumerated by Lowe:[8]

(i) Serving as a means of contributing to, and assisting the population to adjust to constructive change, especially in regard to the social consequences of national development;

(ii) Improving the quality of human resources so that labour can become productive and hence, more efficient;

(iii) Instructing people how to work to some purpose;

(iv) Imparting scientific and technological skills to the adult population; and

(v) Enabling as many adults as possible to lead full and satisfying lives.

Lowe summarizes the situation well when he states that "a well-endowed nation-wide Adult Education service is a vital prerequisite of national development."[9]

Lowe further argues that nation-building depends upon winning popular support for rapid change; such support will only be won if adults perceive "the relevance of the aims of development to their own particular condition and labour both hard and with ingenuity to achieve them."[10] Thus the first task of adult education, he maintains, is to ensure that this indispensable recognition takes place.

With this orientation in mind, this monograph considers the respective adult education provisions against the backdrop of the unfolding Jamaican social, economic and political revolution of the late thirties, continued in the middle and late seventies and in many ways still continuing.

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[5] Sir Arthur Lewis, "Education and Economic Development," *Caribbean Quarterly*, VII, 4, (1962), pp. 178-179.

[6] *Ibid*., p. 178.

[7] Hopeton L.A. Gordon, "Building Jamaica by Educating Adults," *Caribbean Quarterly*, XXIII, 4, (1977), pp. 122-131.

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[9] *Ibid*.

[10] *Ibid*., p. 146.

# 1

# THE FRAMEWORK

## INTRODUCTION

The educational patterns in Jamaica, including those of non-formal and adult education, reflect the varied and unique geographical, historical, cultural, political, ethnic, and socio-economic patterns of the area. Therefore, in order to obtain an adequate understanding of Jamaica's various adult education practices and provisions, it is necessary to consider briefly just what adult education is and why we should educate Jamaican adults. Also, we need to consider the significance of the setting itself as well as those forces which have shaped the destinies of the Jamaican nation.

### Definitions and Parameters

Those activities, functions, resources, and facilities to which I ascribe the term adult education in this monograph have been variously defined. Of all the current definitions, possibly the one in widest formal use is UNESCO's:

> The term "Adult Education" denotes the entire body of organised educational processes, whatever formal or otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship, whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge, improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behaviour in the two-fold perspective of full personal development and participation in balanced and independent social, economic and cultural

> development. Adult Education, however, must not be considered as an entity in itself; it is a subdivision, and integral part of a global scheme for life-long education and learning.[1]

Another widely accepted definition is that of the International Congress of University Adult Education, which states:

> Adult Education is a process whereby persons who no longer attend school on a regular and full-time basis (unless full-time programmes are especially designed for adults) undertake sequential and organised activities with the conscious intention of bringing about changes in information, knowledge, understanding or skills, appreciation or attitudes; or for the purpose of identifying and solving personal or community problems.[2]

Such definitions have been developed through the experience of the developed countries and can hardly be considered adequate or exact descriptions of similar activities in Third World countries. Indeed, there are many scholars and practioners in both the developed and the Third World who no longer accept the International Congress definition, given its exclusion of many unorganized non-formal activities which are now commonly accepted as an integral part of the field of adult education.

Adult education in the Third World has been studied very little, with the result that much confusion exists over definitions in this context. Thus as Lowe reminds us: "For some it refers to any educational activities that adults engage in whereas for others it means exclusively literacy programmes or remedial instruction in formal education."[3] My previous work[4] [5] as well as the work of John Lowe,[6] Lalage Bown,[7] and Paul Mahiki,[8] provide a summary of the distinguishing features of adult education in developing states. In developed countries adult education generally arose out of the desire of individuals to improve themselves or to achieve personal fulfilment and make creative use of increasing leisure time. However, in the Third World countries, adult education movements generally owe their genesis to certain collective goals, which as Lowe[9] and Bown[10] have told us, have arisen in response to economic, political, and social necessities, and are therefore more a national than a personal undertaking. They can in this light be seen as a vital prerequisite to nation-building. Hence the general acceptability of Roy Prosser's definition:

> The real nature of Adult Education can be exposed by defining it as that force which in its ideal application helps society to determine its ends, brings about a maximum of re-adjustment of attitude within society to any new and changed situation in the shortest possible time and which evolves and imparts new skills and techniques required for the change.[11]

Also, as Lowe has indicated regarding Third World countries:

> The primary task of Adult Education is not to make formal academic education more widely available but to assist people to interpret what social and economic change implies for them in the context of their own environment and to see how they may contribute personally to the general good.[12]

In addition, a definition most apposite to the Third World in general and Jamaica in particular is that offered by Michael Manley, former Prime Minister of Jamaica, who used the catch-all term Reclamation Education, that is, education intended to embrace all those who had "dropped out" of the formal education system, as well as those who had never "dropped in." The prime minister described his view of Reclamation Education as:

> a special kind of education, that is, the way you reclaim the lost ones the system could not handle...The Plan is to get them into a harmonized programme so that we can reclaim the people that need to be reclaimed. As far as the Government is concerned, the Government sees this phase as three clear tiers or layers of activity. The first layer, the basic layer, is the LITERACY PROGRAMME--that is the programme that has to get persons to the point where they are capable to take further training. Then there are the YOUTH CENTRES--the second tier, which begins to implant basic skills in things like agriculture, or in urban areas, urban skills. And then finally, at the apex of the effort will be the TRAINING CENTRES that used to be run by the Ministry of Labour--the Trade Training Centres will develop a far more sophisticated level, and hopefully will be able to start a flow, moving there from Literacy into the Community Youth Centres will then stand almost like the University of the Reclamation Programme.[13]

Finally a useful working definition of adult education might be: any systematic training or education of adults outside the traditional provisions and formal institutions.

Adult education activities in Jamaica have had three main historical strands: (1) literacy education; (2) community education, and (3) university adult education. In recent years a certain amount of activity has developed in skills training and in in-service training sponsored by both the government and the private sector.

In operational terms one may categorize adult educational provisions in Jamaica as follows:

1. Fundamental adult education: that which provides the basic ideas, skills, and techniques for modern living. This includes literacy,

family, and remedial education.

2. Vocational education for out-of-school youths: that which provides non-formal education outside the regular school system for young adults.

3. Formal adult education: that which parallels the state examination system primarily designed for children (covering institutes, small projects, and rural classes).

4. Liberal adult education: that which is concerned with the pursuit of knowledge for its own sake and for individual self-fulfilment. This includes cultural education and the educative work of the media.

5. Citizenship education: that which provides public education for adult citizens outside traditional formal institutions.

6. Rural adult education: that which is primarily intended to upgrade the quality of education of inhabitants of rural communities, mainly farmers.

7. Health education: that which is designed to improve the health practices of Jamaican citizens.

8. Consumer and savings education: that which seeks to improve the knowledge and sophistication of the buying public, and to increase its propensity to accumulate surpluses and to spend judiciously.

9. Business, industrial and commercial education: that which provides in-service industrial and business training for members of the Jamaican work force.

10. Co-operative education: that which prepares interested individuals to participate in and manage co-operative enterprises.

11. University adult education: that which is provided by the Department of Extra-Mural Studies of the University of the West Indies, and includes remedial education outside the regular school system for young adults.

This list is a convenient overview of the range of activities involved in the whole enterprise of adult education in Third World countries such as Jamaica. The range of provisions, activities, programs, and resources indicated by all these definitions and categories constitutes the panorama of activities in adult education in Jamaica discussed in this book.

## The Physical Setting

Jamaica is an island in the Caribbean Sea, part of an archipelago that extends east and southeast from the Gulf of Mexico to north of the Orinoco River on the northeast coast of Venezuela. It covers approximately 4,400 square miles and has an estimated population of approximately two million. Its extremely mountainous nature has helped shape its society in many ways. The difficulty of the terrain limits the area available for agriculture and has also created a great deal of variety in land-use patterns; these in turn have fostered patterns of cultural diversity.

In recent years the island has developed a mixed economy: bauxite and aluminum production, tourism, and manufacturing are now major contributors; the population is still predominantly rural, but modernization has produced rapid urbanization, largely reflecting a drift from the land. Nevertheless, agriculture remains a dominant feature. The division between rural and urban Jamaica is not as strong as it used to be, but the population still differs greatly in lifestyle and outlook. These factors have serious implications for the adult educator, who must shape communication methods and develop content to take heed of these differences. The nature of the terrain presents certain technical difficulties for communication.

Despite its small size, Jamaica has been throughout its history of global geopolitical importance. It occupies a central position on international shipping and air routes and is strategically placed with respect to the Panama Canal. This central geographical location has also helped to shape the psyche of the people, split among various worlds, as it were. It has also given them a strong propensity to travel. Since the mid-nineteenth century, large-scale emigration has been a fact of Jamaican national life: between the years 1881 and 1921, 145,000 Jamaicans emigrated[14] to the United States, Cuba, Panama, Costa Rica, and other countries of Latin America; in the second period of large-scale emigration, in the nineteen-fifties and early sixties, approximately 28,000 persons left each year for the United Kingdom.[15] In recent times there has been a lesser though important emigration to North America, this time largely of skilled persons. Most traditional emigration outlets for the mass of the population have now been closed and the shutting off of these safety valves has contributed to the current social and economic pressures in Jamaica.

Despite Jamaica's size and its propensity to export its people, it did receive, especially during the first three centuries of its modern history (that is since the sixteenth century) several large waves of immigrants of different nationalities (see below). These migration movements, together with much overseas travel and the frequent location of some family members overseas, and a large tourist industry including many international conferences and conventions have given Jamaicans on the whole a wider perspective on the world than is normally the case in small islands, and have exposed a large percentage of the population to ideas and notions which are essentially "foreign." This exposure has in many ways aided the acquisition of skills and technology and the transmission and reception of ideas, acting as cultural leavening. The other side of the coin has been the worship of things externally derived and contempt for things indigenous, ideas which are only now being modified as the country moves closer to true nationhood. Because of the proximity to metropolitan areas, particularly North America, the vast kinship network with people there, and the ease of transportation, the process of cultural decolonization has been particularly difficult. The pervasiveness of a Eurocentric culture is not seriously challenged by the mass media whose development has been very slow so far as indigenous programing is concerned during the second half of the seventies and so far in the eighties.

## Historical Background

Throughout its history, Jamaica has been an immigrant community comprising people from four continents striving to establish a new society in the Caribbean. In such a context, nation-building has largely consisted of synthesizing a national entity from disparate immigrant groups, thrown together voluntarily and involuntarily. As immigrant societies, the Caribbean territories, like others in the New World, have been primarily learning societies. The skills of coping with the new environment and with peoples of different cultures have been relearned following each wave of immigrants and every significant economic, political, or social change. In these largely non-formal ways, Jamaica has been moving, if sometimes unconsciously, towards becoming a learning society.[16]

Jamaica was "discovered" by Europeans in 1494 when Christopher Columbus claimed it in the name of the Queen of Spain. At that time, the island was inhabited by the Arawak Indians, a stone-age people originating in the Orinoco region of South America whose occupancy of the island has been traced back to at least 700-1000 A.D. The island remained a Spanish colony until 1655, when it was captured by English forces. In the intervening years, the Arawaks had been exterminated, mostly by the Spaniards, although some committed suicide rather than submit themselves to the European immigrants. The island remained a British colony for some 300 years until 1962, when it became an independent nation. Little Spanish influence remains and it is British institutions and values which have shaped the island's social and economic structure. The sugar plantation worked by black slaves brought forcibly from Africa was the dominant mode of production, and was the raison d'etre for the existence of what could be called a Jamaican "society" until 1838, when slavery was abolished. The freed slaves established peasant communities in the mountains and the peasant/plantation pattern became dominant. These communities have provided the framework for both economic and attitudinal patterns for centuries. Since the slaves generally refused to work on plantations for starvation wages after they had attained their freedom, indentured workers were imported from India and China to take their place.

In the late nineteenth to early twentieth centuries another small but significant group of immigrants came from various parts of the Middle East. They have been classified generally in Jamaica as "Syrians." Another group, the Jews, have been in Jamaica since the Spanish settlement. Although their numbers have never been large, the

Jamaican Jews, who experienced religious and political tolerance in Jamaica, became like the Syrians a part of the small economic elite and have had a disproportionately large impact on the economic and social life of Jamaica.

Today, as can be seen from Table 1, the people of Jamaica are predominantly of African stock, with a small number of "pure" white. All English-speaking Caribbean territories are members of the Caribbean Common Market (CARICOM), which represents to date the most durable effort at regional co-operation following the collapse of the short-lived Federation of the West Indies two decades ago. Despite its bewildering diversity, Jamaica demonstrates, as Eric Williams[17] reminds us, certain things in common with all Caribbean territories: largely plantation economy based mainly on sugar, and in the past on coerced labour; struggle against colonialism; century-old fear of North American neo-colonialism; and pre-disposition to emigration, dating from the absentee sugar planter of the seventeenth and eighteenth centuries. These are some of the factors which have determined the kind of nation Jamaica has become and have dictated the needs to which the educational system, both formal and non-formal, has addressed itself throughout the island's history.

TABLE 1

RACIAL COMPOSITION OF JAMAICA (%)

| Race | % |
|---|---|
| African | 76.8 |
| European | 0.8 |
| East Indian | 1.7 |
| Chinese | 0.6 |
| Syrian | 0.1 |
| Afro-European | 14.6 |
| Afro-East Indian | 1.7 |
| Afro-Chinese | 0.6 |
| Other | 3.1 |

## Development of Education

### Slavery

From the seventeenth century until the abolition of slavery in 1930, sugar and slavery were central to the operation and functioning of Jamaican'[18] society and economy. Slave-owners propelled children of slaves into the workforce as soon as they were sufficiently able-bodied; there was little time and almost no opportunity for formal childhood education. However, it may be argued that there was some minimum non-formal learning, since young slaves clearly had to acquire by informal apprenticeship at least the rudimentary skills necessary for them to perform adequately on plantations.

In the eighteenth century, the non-conformist missionaries followed the example set by their parent churches in the United Kingdom by starting Sunday schools, which became the earliest source of some limited education for slaves, both children and adults. This was done in the face of considerable opposition from the planters, who saw that such instruction would change society's perception of slaves as sub-human plantation chattels and thereby lower their market value. Also, education would result in the slaves questioning their subhuman status.

Such an educational system deliberately perpetuated a dependent and inferior status for all but a handful of white slave-masters, the very antithesis of nation-building. Nevertheless, some non-formal education on the ancestral African pattern seems to have survived the "middle passage" and the social disruption of slavery. This is supported by the findings of Mary Reckford [19] that slaves in some instances organized religious interest groups independent of missionary churches. In such groups, discussions often seem to have extended to issues other than religious ones, such as the idea of freedom, which apparently was a constant and central concern. Such groups were important learning units.

### Emancipation: The Negro Education Grant and the Apprenticeship Period

Two provisions of the 1834 Emancipation Act were significant in containing the historical origins of certain adult education activities in Jamaica. The first provision was the establishment of a "Negro Education Fund" by the British Colonial Office. This annual grant of £30,000 helped establish popular education in Jamaica. It was used mainly for infant, night, and adult classes as well as for day school. Funds from this grant were at first used exclusively for building but later a certain amount was spent on teacher training. Although such was not the intention, this grant marked the first significant educational effort in Jamaica and was the first deliberate effort, at a government level, to educate adults. However, the grant was frequently mismanaged by the denominations which administered it. Its relative ineffectiveness was partly due to interdenominational rivalry and partly to the fact that some members of Jamaican society of that era were still against the labouring classes being educated, as C.J.

Latrobe[20] reported to the British government.

Following the abolition of slavery in Jamaica, the British government introduced what it called an "apprenticeship system" which, even if inadvertently, did allow newly freed slaves to obtain certain skills. The free slaves were required to work without wages for their previous masters for forty hours a week. They were also required to work an additional thirteen hours for which they were paid. The former masters had to provide food, clothing, lodging, and medicine.

The system caused continuing friction and was terminated in 1838, two years earlier than intended. Perhaps the only positive educational accomplishment of this transitional period was that the former slaves quickly relearned their ancestral skills of self-reliance, which they were soon to apply as free peasants.

## The Colonial Experience 1866-1962

After the announcement in 1841 by the British government of the decision to discontinue the education grant in 1845, the local colonial government and the churches continued to share responsibility for education. The Jamaican Assembly assumed increasing responsibility in this field by establishing an Education Board in 1843 and providing a budget of £19,000 for education. However, from the expiry of the education grant until inauguration of the modern literacy movement, the colonial governments of Jamaica have made little direct financial provision for the education of adults.

The most significant activities continued to come from the churches, especially the non-conformist missionaries, in the form of Sunday schools and the adult activities of church schools throughout the island. The first real sign of popular adult education movements occurred between 1890 and 1900. During this period, the Jamaica Union of Teachers was established, the Jamaica Agricultural Society was formed, and the Parochial Boards (now called Parish Councils) were set up. Most of these bodies sought to provide certain educational opportunities and facilities for their members or constituents.

Both the Jamaica Agricultural Society and the Jamaica Union of Teachers encouraged their members to improve their personal competence through self-education and lectures, demonstrations, and tutoring offered by the parent societies. As far as teachers were concerned, these efforts were, for their time in Jamaica, substantial. For example, the system of pupil teachers provided a means of supporting young teachers in apprenticeship training. The provision for external sittings of training college examinations by such pupil teachers enhanced their teaching competence while according them some professional standards and recognition. This "in-service education" for young teachers was for years an important means not only of training teachers, in the narrow sense, but also for raising educational standards of the brightest young people in rural Jamaica, many of whom did not necessarily remain in teaching.

Such an effort constituted a significant attempt at "out-of-school" education during the colonial period. In other early efforts at self-education, a number of Jamaicans, mainly teachers and mainly self-taught, sat the external bachelor's degree examination of the University of London. Later, this was supplemented by various correspondence courses, mainly from the Wolsley Hall Institute at Oxford. Such early examples of individual self-reliance assisted in laying the human resource base, narrow as it was, for later nation-building efforts. Many individuals educated in these ways subsequently became community and in some instances national leaders of considerable stature. Edwin Allen, a minister of education in the 1960's, and Philip Sherlock, who later became the first director of extra-mural studies and a vice-chancellor of the university, were among them.

During the nineteenth century two abortive attempts were made to found university-level institutions in Jamaica. The first never recruited enough students to make it a going proposition. A later and somewhat more successful effort revolved around Jamaica High School, which was renamed Jamaica College; during its existence from 1889 to 1901, thirty students graduated.

In the latter part of the colonial period, the organization known as Jamaica Welfare came into being. This was a significant source of social education and a crucible for the emergence of many other development programs and resources. Details of the origin, emergence, and development of these movements and organizations will be considered later.

Inadequate facilities and inappropriate curricula characterized the educational systems in countries like Jamaica during their colonial period. These systems usually were poor carbon copies of metropolitan educational institutions imposed by the colonial powers and therefore never functioned as an integrating force in the evolution of the nation.

In colonial Jamaica the core of the educational system was all-age "elementary" schools which were open to all children from seven years old up to the age of fifteen. However, there always have been private secondary (grammar) schools, mostly religious foundations which were fee-paying and whose students had to take the British school-leaving examination. These graduates have had much prestige in Jamaican society and had access to better jobs, mainly "white-collar" positions in the civil service. A small percentage of these graduates attended higher education institutions, mainly in Britain.

Among the main defects of such colonial education systems were:

1. Insufficiency and inadequacy of physical facilities and teachers, resulting in a high percentage of illiterates, as the majority of eligible students were often excluded from any kind of formal schooling.

2. Elitism in the worst sense, creating a privileged class and dividing and destroying co-operation between the constituent

segments of society. Colonial education bestows upon the educated elite a special position in the society, which more often than not has been used in their own interests, rather than the welfare of the mass of people. The situation once led a prominent Caribbean nationalist leader to declare in exasperation that the greater the education, the smaller the service.

3. Native cultural traditions and customs, which in any case were not understood let alone appreciated by the colonizers, were debased. The superiority of the imposed imperial cultural traditions and imported educational systems was always implied.

4. Such education as was offered was almost entirely academic, not practical. The result of such systems often was large numbers of barely literate school-leavers equipped only to work as general clerks and who despised practical and technical education. The few individuals with the practical skills needed were often imported from the imperial country.

5. These systems encouraged the better educated rural youth to leave employment on the land for the cities.

Thus, as Thomas Balogh[21] has pointed out, technical education was debased and those needed to improve the rural environment were enticed away from the land. With such a heritage, the traditional education systems and practices of colonial Jamaica were at odds with their professed ambition of contributing to national development.

The structure presented in Table 2 is fairly recent. Up to the 1930s the system consisted only of infant school, primary school, and high school, to which last only a minute proportion of the population had access. This school structure more than anything else helped to reinforce the elitism of the society and the bias towards European culture and mores.

## Post-Independence Efforts

During the 1960s and 1970s many efforts were made to restructure the educational system along more egalitarian lines. However, the first significant departure from the colonial educational system occurred in 1966 when a program was introduced entitled "New Deal for Education in Independent Jamaica,"[22] which provided for the expansion of all levels of education, with a laudable commitment to the reduction of elitism. The program established comprehensive schools and junior secondary schools, and expanded post-secondary education. In general, the New Deal Program was well conceived but suffered from inept and, reportedly, somewhat corrupt administration, and inadequate financing.

Nevertheless, this program stated for the first time as official Jamaican government policy that adult and community education were to be an integral part of the overall educational provisions and resources of the country. Specifically, the program[23] stated: "Every school is to be a centre of adult literacy and adult education activity." Its concept of "total education" argued that the formal educational apparatus, from infant schools to evening institutes, should be integrated with the educational work of voluntary organizations, such as parent/teacher associations, welfare organizations, primary producers' associations, thrift societies, and the continuing education programs of professional and para-professional groups.

For the first time, too, it was explicitly acknowledged that the extra-mural classes of the University of the West Indies were to be recognized as ingredients in the total mix. Accordingly, the ministry stated: "Extra-mural classes, at a level meeting the needs of persons like teachers, civil servants, ministers of religion, should be organised."[24]

The New Deal for Education also advocated that correspondence education, or distance learning, should be encouraged, particularly for young people interested in preparing for examinations such as those for the Jamaica School Certificate. This Jamaican plan indicates that "where laboratories, workshops and home economics facilities exist, these should be used for the education of adults and young persons in the evenings and outside of normal school hours." Although some effort was made to implement these commitments of the New Deal, they are even today still far from being universally applied. In 1972 a new government was elected and immediately began to reorganize the educational system. This move resulted in a new policy being announced in June 1973--"The Education Thrust of the Seventies"--which came into effect in September 1973. That year, the prime minister also announced the introduction of "free education," from primary through to university level. Given insufficient resources, this program only applied to those who had access to facilities.

Arising out of all this ferment has been what is perhaps the most significant recent development in educational planning in Jamaica, namely, the Ministry of Education's preparation of a Five-Year Development Plan for 1978 to 1983.[25] This plan saw curriculum development as central to educational planning and singled out certain non-formal areas as especially significant for the future.

An important development in educational planning in Jamaica was identification in the plan of continuing and community education as an important government concern. The plan suggests that such programs should be designed to provide for and meet the needs of people not served by the normal educational facilities. Thus provision is made for educational programs in community colleges, evening institutions, and non-formal educational centres. In this respect, the plan recognized that there are two separate concepts, continuing and community education. For the first time in Jamaican educational history one finds recogni-tion in formal government policy that community education programs are best achieved through use of non-formal methodology for development and implementation of curricula. The plan claims that this non-formal methodology is a vital alternative method for providing knowledge and skills.

TABLE 2

ACADEMIC OR FORMAL SYSTEM OF EDUCATION IN JAMAICA *

| Structure | Age group | Institutions |
|---|---|---|
| Early childhood | 4-7 | Infant schools |
| | 4-7 | Infant departments of primary, preparatory and all-age schools |
| | 4-9 | Basic schools |
| Primary education | 6-12 | Primary Schools |
| | 6-15 | All-age schools, primary section |
| | 6-12 | Preparatory schools (private) |
| | 4-16 | Special schools for the handicapped |
| Secondary education | 12-17 | Secondary high schools |
| | 12-15 | All-age schools--secondary dept. |
| | 12-17 | Comprehensive high schools |
| | 12-17 | New secondary schools |
| | 12-17 | Independent high schools (private) |
| | 12-17 | Technical schools |
| | 15-19 | Vocational schools |
| | no age limit | Extension high schools |
| Tertiary education | 17-26 | Teacher training colleges (TTC) |
| | | Jamaica School of Agriculture |
| | | Nursing & paramedical training centres |
| | | West Indies College (post-'O' level department) |
| | | Business colleges (private) |
| | | Community colleges |
| | | Extramural program, UWI |
| | | College of Art, Science & Technology |
| | | Vocational Training & Development Institute |
| | | Cultural Training Centre |
| Higher education | 17-26 | University of the West Indies (graduate & undergraduate) |

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* After Gerardo Eusse, "High Level Manpower Needs," prepared for the Students' Loan Bureau of the Bank of Jamaica, 1977 (mimeo).

The plan envisages that the development of continuing and community education programs will be based on methodologies developed through the pilot project in rural education, partly funded by the United States Agency for International Development (US AID), which started in 1976.

The continuing and community education program was intended to collaborate with other sections of the ministry in developing detailed strategies for possible application of non-formal methodologies to those areas and for those programs in the formal educational system which could best benefit from them. This was a major departure in the thinking of educational planners in Jamaica, considering their previous total commitment to the basic pedagogical principles of childhood education.

As indicated, the five-year plan also provided for the development of correspondence education or distance learning. It was planned that during the period 250 correspondence education centres were to be established in remote rural areas, linked with host high schools which, it was envisaged, would enroll 2,000 students during the first year, with an ultimate goal of 10,000 by the end of the plan period. The existing correspondence course for the examination of the Jamaica School Certificate would be phased out; but a wider range of courses appropriate to the curriculum of secondary schools would be introduced. Tapes and kits were to be developed to service students of differing abilities in English, mathematics, science child care, agriculture, social studies, and reading. Where necessary, summer courses in practical work would be organized at correspondence education centres, to be conducted at host secondary institutions. However, after the plan was published, the new government effectively curtailed the activities proposed for correspondence education, and the program currently is inactive.

The new government of 1980 did not initially seek to implement many novel ideas but rather re-emphasized improving the quality of primary education by enforcing compulsory education at the primary level in a phased manner for the entire island. This commitment carried with it certain adult education implications. For example, tackling illiteracy at its source in the primary schools was seen as being accompanied by a down-grading of adult literacy efforts of the government.

## Some Adult Educational Implications of Jamaican "Dual Cultures"

The structure of the early Jamaican society has largely determined the structure which exists now; changing this structure is part of the objective of change, which all recent Jamaican governments to varying extents have sought to accelerate. Basically, colour, class, and race have been synonymous, with whites at the top of the pyramid and reflecting European culture, the Chinese and "light-skinned" ranking next, and the blacks on the bottom reflecting "folk culture". Attainment of universal adult suffrage in 1944 conferred political power on the predominantly black population, but the legacies of colonialism persisted.

The pervasiveness of the racial structure comes out in such indices as levels of schooling, literacy levels, and levels of income, which are directly correlated to race as well as are social and economic factors such as housing and incomes. Similarly, census reports show that rural dwellers have lower attainment levels on these indices than the urban.

For the purpose of adult education, one other social factor is significant and that is the question of language. As we have seen, Jamaica has been an immigrant society. Most immigrants, especially those brought forcibly, had to learn English in order to survive. Newly arrived slaves were deliberately separated from others of the same tribal origins in order to divorce the African from his culture as completely as possible and speed up acculturation.

In learning English by listening to those around them, the slaves unconsciously introduced African speech patterns and African words and so a second language--reinforced by other elements--emerged. This language is referred to as "dialect" or "creole". It is still the language spoken by the majority of the population at all times and by the educated elite in informal usage. Despite its pervasiveness, creole is considered inappropriate for formal communication in Jamaica, though increasingly it is being heard on radio and television. The significant point is that standard English, the formal language, is not clearly understood or used by the majority of the population. This factor has tremendous implications for learning and for dissemination of information through the printed and spoken word. Educators faced with the extremely high failure rate in English at all levels of examinations are only now facing up to the fact of Jamaica's "bilingualism" and the inability of many children and adults to achieve fluency in the language of instruction. The radical viewpoint is that English should be regarded and taught as a second language.

The question of language has deeper implications. Those who take a militant approach see insistence on standard English as one more example of the "imperialist" cultural domination and the clearest sign of class division and elitism in society, since it is the middle and upper-class educated elite who have mastery over this language.

It is true that other traits are allied to the use of language, either standard English or creole. The English speaker would have been schooled in English culture and customs as well as be inclined to have metropolitan standards: the creole speaker reflects the culture of the folk and inclines to the tradition. Not only the language, but all other aspects of this folk culture have been ignored and denigrated throughout Jamaica's history. The upsurge of nationalism and political independence in recent years has led to re-examination of those attitudes. Many scholars are now researching various areas of linguistics and folk culture, including folk music and African influences and there had been encouragement of folk art. Concurrently, there has been development of positive attitudes towards Africa, the ancestral homeland of the majority of the population, which also has been traditionally denigrated.

All these developments are important in helping to create not only a national identity but in developing in the individual a sense of his own worth. Fostering such attitudes can in the long run only further adult education and encourage adult educators at all times to work with a consciousness of the forces which have shaped the Jamaican society.

Another formative influence within Jamaican society has been the response to slavery and colonialism by a group of Jamaicans known as Rastafarians. This group has drawn its inspiration from the back-to-Africa Garveyite movement of the early twentieth century. Much of the work of Marcus Garvey was adult education in the broadest sense. Garvey was well ahead of his time in perceiving that basic to Jamaican development was the need to arrest its self-contempt and feelings of inferiority. He attempted to educate black Jamaicans to appreciate the validity and respectability of their African past and to inculcate in them the notion that as black people they were entitled to as much regard and respect, in the Jamaican society and world-wide, as descendants of white planters. Garvey did this through numerous speeches to black audiences throughout Jamaica and through journalism, mainly through his newspaper, The Black-Man. During his lifetime, Garvey's ideas were not well received by the Jamaican middle-class--black, mulatto, or white--particularly the professional blacks, whose response to the whole situation had been to become carbon copies of white colonialists. They had been socialized into this "Afro-Saxon"[26] mould by the colonial schools and universities. Recently, Garvey's ideas have gained acceptance and respectability in Jamaica and he has been designated Jamaica's first national hero.

The Rastafarians have reacted in the opposite way to the new black middle class. They totally reject white culture and hold up Africa, particularly Ethiopia, as a Mecca for the black diaspora. They have gone further by elevating former emperor Haile Selassie to the level of a god. They incorporated in their religion several elements of folk culture, and affect their own unkempt "dread locks" as an indication of a different life-style. Their religious practices include ritual smoking of marijuana illegal though it has been and still is.

Out of this Rastafarian movement has sprung a dynamic art movement, particularly in sculpture, painting, and music. Indeed, Jamaican reggae music now internationally famous has strong roots in Rastafarian culture. Some of its most famous international practitioners are committed Rastafarians. The Rastafarians have exerted a cultural and educational interest well beyond their immediate social group. Accordingly, many Jamaican middle-class children have become members or active supporters of the Rastafarian cult. With their own norms, behavioural practices, and life-style, the Rastafarians have generated a certain pride and self-concept, in sharp contrast to the restiveness and self-doubt of many middle-income Jamaicans Orthodox Rastafarians still maintain their interest in repatriation to Africa at the expense of the British and/or Jamaican government.

Another response to the harshness of the historical position of the Jamaican people has been physical escape. The absentee landlords of the period of slavery constitute the historical antecedents of this aspect of the Jamaican society which, as we have seen, has resulted in large-scale emigration since the late nineteenth century.

The result of all these factors has been that Jamaicans, although they inhabit a small country, are not insular. In fact, they are a cosmopolitan people who, despite the high rate of illiteracy, are extremely well informed about international affairs. This situation has been accentuated recently by the interest of all Jamaican governments in international affairs, especially those of the Third World. Media coverage of such international events in Jamaica as the Commonwealth Education Conference in 1974, the Commonwealth Prime Ministers Conference in 1975, and the mini-summit meeting between leaders of certain developed and underdeveloped countries in 1978 and the 1983 Grenadian affair have exposed Jamaicans to international issues. The exchange of diplomatic relations between Jamaica and such socialist countries as the Soviet Union and China are relevant here, as are even more so the close and cordial links of the 1972-1980 PNP government between Jamaica and Cuba.

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# 2

# TRAINING FOR OUT-OF-SCHOOL YOUTH

## INTRODUCTION

One of Jamaica's outstanding demographic features is the youthfulness of its population. The increasing significance of youth can be seen from the census figures shown in Table 3.

TABLE 3

POPULATION TREND IN JAMAICA

| Census year | Population 14 years and over | Population under 14 years |
|---|---|---|
| 1943 | 63.5 | 36.5 |
| 1960 | 60.6 | 39.5 |
| 1970 | 55.4 | 44.6 |

The preponderance of youth shown in Table 3 is a significant resource and a great challenge, for it severely tests the country's ability to provide adequate and expanding facilities for education and training to provide jobs for school-leavers, and to ensure that available training equips school-leavers to contribute to national self-reliance. One obstacle to greater productivity and self-reliance has been the generally low educational levels of the population as a whole, despite government emphasis on education and training since the 1970's.

Even these figures are relatively meaningless in assessing standards of education qualitatively, for many people who have had some years of schooling still lack basic skills in literacy and numeracy; besides those who have not benefited from schooling are those who never entered the system or who dropped out at an early age. Thus the concept of "reclamation education" is pivotal to directions in training for out-of-school youth.

Successive Jamaican governments have considered that social democratic aspirations require nothing short of transformation of the existing social structure, and young people are seen as playing a key role in this transformation. Governments have also recognized clearly that failure to harness the energies of youth or to provide adequate guidance and training can only lead to an escalation of social ills and inevitably to a massive social dislocation.

The target population for out-of-school training is the 15-29 age group. In 1975 it constituted 25 per cent of the population and by 1983 was to account for 32 per cent.[1] In all, 67.6 per cent of the population is under 30 years. Training of the target youth group is intended not only to equip them with skills but also to inculcate proper work and social attitudes. As the Five Year Development Plan (1978-1982) states:

> These ages include the critical periods of skill acquisition, entry into the labour force and the development of work habits and social attitudes. At present resources and facilities in these areas are grossly inadequate to meet the needs. The structure of the economy, the absolute size of this age group, and the prevalence of illiteracy make absorption of youth into the socio-economic life of the country difficult. Inability to find gainful employment serves to reinforce poor social attitudes and leads to alienation among the youth... Programmes for youth must be aimed at providing both training and attitudinal development so that they can participate fully in the economic and social life of the country.[2]

The position of youth becomes even more critical when it is viewed in light of the current slow rate of economic growth and restricted employment opportunities.

The present position regarding the level of training in the Jamaican labour force was recently summarized by the Honourable Minister of Youth, Sports and Community Development:

> Firstly: Of the total labour force (of 1,022,900) 834,200 persons or 82.8% had received no training in order to acquire particular job skills by the unorganised pick-up method - the process of "catch

> on".
> Secondly: Of the total labour force 726,000 persons or 70.9% had primary education only. This is reflecting an improvement however, Mr. Speaker, because in 1975 the labour force consisted of 79% who had only primary education.
> Mr. Speaker, this country must recognise that one important factor which influences the level of national productivity is the quality of the labour force. Until, as a country, we recognise the need to deal seriously with the labour force quantitatively and more importantly qualitatively, we will forever complain about inefficiencies, high prices and poor quality of goods and services.
> This Government, Mr. Speaker, and indeed my Ministry, have publicly stated and demonstrated through various training initiatives our commitment to improving the quality of the labour force and more specifically to improving the labour productivity of our people.[3]

While a great deal of effort has been made in the past to provide training for out-of-school youth, it has been extremely fragmented. Until mid-1977, eleven separate ministries in addition to the Ministry of Education administered out-of-school programs. Perhaps an indication of the seriousness of the new approach is the effort being made to amalgamate all out-of-school programs: those concerned with non-formal education now fall mainly under two ministries, Education and Youth, and Sports and Community Development. Most out-of-school educational programs are under government auspices. They include vocational/industrial, vocational/agricultural, community development, and various forms of skills training.

Three main objectives are identifiable in these programs. The first is remedial--making up for deficiencies in literacy and other formal educational skills; the second, vocational--equipping young adults with the skills needed to become productive members of the society; and the third, developmental--stressing the personal development of young adults and their contribution to national development through productive employment.

Since a large percentage of the unskilled lack the basic education to benefit from skill-training programs, remedial education had to be an integral part of most vocational programs. These are specific efforts outside the large-scale nation-wide adult literacy program conducted by the Literacy Agency (JAMAL), and discussed at length in Chapter 3.

A National Industrial Training Board was provisionally established in 1970 pending enactment of an Industrial Training Act, which would empower the Board to carry out specific functions and objectives in order to develop and regulate Jamaica's industrial labour force.

## VOCATIONAL TRAINING

As mentioned, the Jamaican government is emphasizing vocational training. There has been much reorganization of the traditional vocational training delivery system. Much of this reorganization has centred around a new program launched on November 4, 1982. The program had been previously announced by Prime Minister Edward Seaga during the budget debate in May 1982. The program is referred to as the Human Employment and Resource Training Programme (HEART).

The HEART program was conceived as a way of bridging the resource gap and at the same time tackling youth unemployment in a systematic manner. The functions of the HEART program* are to develop, encourage and finance training schemes for employment of trainees; to provide employment opportunities for trainees; to direct or assist in the placement of people seeking employment in Jamaica; and to promote employment projects. The program was designed against the background of the great overcrowding in primary schools and the high level (50 per cent) of illiterate or semi-literate graduates from primary, all-age and new secondary schools. It was also designed to counter the inadequate number of places available in the traditional secondary schools, all of which resulted in an absence of skilled workers for available jobs. In addition, the program has provided training opportunities at the post-secondary or tertiary level for all skills and professional training required.

There are five components to HEART which reflect new programs as well as traditional youth training programs with the Ministry of Education and the Ministry of Youth, Sport and Community Development as the central co-ordinating bodies. The main components of HEART are the school-leavers program, the building skills program, and the agriculture skills, garment skills, and craft training programs.

Program targets have been set initially for three years and it is expected that during that period the number trained will include 12,000 trained school-leavers: 7,000 in building skills, 20,000 in garment skills, and 1,000 a year in agricultural skills. The craft component of the program will concentrate in the early stages on developing a higher level of craftmanship in 1,000 of the best people involved in the various village community centre training programs. In addition, it is proposed to expand the program considerably until the total number of trainees reaches 10,500 a year, by focusing on residential training institutions for rural young people.

Under the previous regime the youth camps had been transformed into youth and community training centres. These entities are to form the core of the HEART training system and be known as HEART academies. The five existing youth camps are to be upgraded and six new academies are to be constructed from scratch: as well, "the former Stony Hill Approved School is to be refurbished, upgraded and expanded as a HEART Academy for training in Commercial Skills; the former Gulf Beach Inn is to be developed as an Academy for Resort Industry Skills; Duff House, which has been given to the Government by Kaiser Bauxite

Company, is to be developed as an Academy for Cottage Industry."[5] The HEART Trust will construct, equip, and monitor the academies while the Ministry of Youth and Community Development will be responsible for administering and operating them.

An attractive feature of HEART is how it combines training with immediate economic incentives. Each trainee receives $50 per week, in cash or partly in cash and partly in raw materials depending on the area of training and material needs of the trainee.

Because HEART has been designed to create skilled manpower for the public and private sectors, it has brought the government and private sector operators together in a relationship in which the private sector provides some funding as well as on-the-job skill training, from which it also derives immediate benefits.

The program was designed to minimize additional budgetary expenses on skills training by the government. To achieve this end businessmen are encouraged to contribute to financing of the program in one of three ways. The first option is to make a monthly payment of the equivalent of 3 per cent of total emoluments into the HEART Fund. Second, the employer may provide training for one or more trainees at the specified remuneration of $50 per week, which is deducted from the total contribution before making the remittance to the Fund. The third option is to employ the full quota of trainees, according to the size and annual returns of the employer's business, which would allow him to utilize the full amount of the contribution to pay the trainees. In addition, external funding has also been sought and received from USAID of US$13.4 million, and the CBI of US$14 million. Within the Ministry of Youth, Sport, and Community Development, Social Development Commission is responsible for daily administration of the academies.

It is recognized that in each academy operating an open-entry system for the 500 trainees there will inevitably be a wide mix of abilities and experience for which provision will have to be made. Thus recruits will be trained for only as long as they need to be and only in areas in which they are deficient. Thus an open-exit position will be maintained. To be successful this position will require that the vocational aptitude and work experience of each applicant be properly established. Accordingly, a careful assessment of each applicant is undertaken so that trainees are selected and placed according to their background and aptitudes. The training program itself is planned to operate on a modular basis. Seventy per cent of the curriculum is skills directed and the remaining thirty per cent has to do with inculcating "life coping" skills. Regarding the skills component each academy will specialize in a particular skill which in most cases relates to employment possibilities in the immediate neighbourhood. Skills so far identified include agricultural skills, commercial skills, construction skills, mechanical repairs and maintenance, traditional crafts, cosmetology, garment making, cottage industries, food processing and resort skills. It is proposed to have at least one HEART Academy in each parish. Most, if not all, of the five original Youth Camps are to be upgraded into academies and ten new academies are on the drawing board. HEART recorded a number of successes in the first year of its operation. The Honourable Errol Anderson,[6] Minister of Youth Sports and Community Development, reported that "up to July 1983 a total of 11,659 young people had received training in vocational skills." The figure was more than twice the number trained in 1980-1. The dramatic increase is seen as a result of HEARTS's accelerated thrust. The minister reported that most of those trained were equipped for self-employment mainly in the areas of craft-making, bee-keeping, construction, and agriculture. Prime Minister Edward Seaga reported that "in spite of the difficulties, one significant achievement in the first year was the level of co-operation between the Government and employers."[7] This contributed to the placement of 4,160 people in on-the-job training under the school-leavers program during that year.

In March 1983, 745 trainees graduated from the agricultural skills training program and in April there were 624 building skills graduates. The garment skills and craft programs have proven to be very popular.

Vocational training outside the formal school system thus is a primary focus of the present government and is fostered through an apprenticeship system; the Vocational Training Development Institute, which trains instructors; the HEART academies; the HEART school-leavers program; the advanced skill-training project; the national 4-H Movement; and specialized institutions such as the Jamaican\German Automotive School.

## The Apprenticeship System

The Jamaican apprenticeship system is based on practical training on the job, along with classroom instruction in related theory at a technical school. The system is regulated by Apprenticeship Law 55 (1954). A two-year contract of apprenticeship between the apprentice and the employer is registered by the Apprenticeship Board. The minimum age of apprenticeship is fifteen years. Under the terms of the contract, the employer is expected to instruct the apprentice in practical aspects of the trade, to send him one day a week to a technical school, if available, where he can learn the theories of the trade, and to submit periodic reports on the apprentice. Trainees who pass the final examinations are certified as skilled craftsmen according to standards set by the National Industrial Training Board. Apprenticeship Board officers are responsible for counselling apprentices in improving their work attitudes and general behavioural patterns, and for policing industrial establishments to see that the requirements of apprenticeship are met.

## The Vocational Training Development Institute (VTDI)

The VTDI was established in 1970 under a joint agreement between the

UNDP/ILO and the government of Jamaica, principally to train instructors in vocational and industrial trades for the secondary schools, the industrial training centres, and other industrial establishments. Its primary objective is acceptance of industrial training as an integral part of the country's educational system. The centre is the only one in the Caribbean and caters also to representatives of private firms and overseas countries on a fee-paying basis.

The institution's functions are to train instructors; re-train and upgrade skills for workers; interpret changes and trends in work practices and technology to supervisors and workers in industry; prepare, develop, and document industrial-training syllabuses, standards, manuals, and literature for the public and private sectors; test and certify workers at all levels and grades; assist in surveys and studies designed to determine training needs.

The course for instructors consists of six months of full-time training in the classroom and VTDI workshops, followed by a year's mandatory probationary teaching. On successful completion, graduates are certified as instructors. Part-time evening courses for instructors are conducted at seven centres on the island by itinerant VTDI instructors. The advanced certificate course for senior instructors covers advanced methods of teaching, job analysis, training aids development, industrial safety and accident prevention, and co-operation in industry. The certificate course for supervisors/administrators covers the role of vocational training, principles of administration planning and implementation of programs, problems in vocational training (survey methods), and use of advisory committees. Skill improvement courses (day and evening) are also offered. Instructors also assist firms in organizing and conducting in-plant training courses.

The VTDI so far has trained 1,050 instructors and teachers; it has trained over 2,000 in skill improvement classes and conducted in-plant courses for over 100 firms. The Institute has also trained 25 Jamaican staff members. The output of vocational instructors in 1977 showed a significant increase over that of 1976, the numbers being 451 and 131, respectively. However, only 175 were trained at the VTDI, the majority being graduates of the "Itinerant Training Programme." Present capacity is 180 annually and students are trained on demand; the use of the Centre is therefore tied to expansion of vocational training programs in schools and vocational training centres. Substantial demand is expected with the proposed expansion of vocational training in schools; to meet this demand, the VTDI expects to change to an academic year basis instead of the six months on demand.

## Industrial Training Centres

These centres grew out of a concern about the adequacy of the apprenticeship system and other programs to fill the need for industrial training, especially in the building program which was then coming on stream. Five centres were set up by the Ministry of Labour; by the end of the 1970s twenty-eight centres existed, which bring under one umbrella separate programs previously operated by the Social Development Commission (SDC) and the Vocational Training Division. The centres produce men and women with the skills required in building construction, industrial, commercial, and agricultural enterprises (see tables 4 and 5).

Table 4

OUTPUT OF CRAFTSMEN, THE PRODUCION PROCESS, AND OPERATING WORKERS, 1982-3

| Type of institution/program | OUTPUT |  |  |  |
|---|---|---|---|---|
|  | 1981-2 |  | 1982-3 |  |
|  | No. | % | No. | % |
| Industrial training centre | 1,711 | 95.1 | 1,303 | 86.1 |
| Apprenticeship scheme | 15 | 0.8 | 28 | 1.9 |
| Garment industry training school | 45 | 2.5 | 140 | 9.2 |
| Jamaica / German Automotive School | 20 | 1.1 | 30 | 2.0 |
| Toolmakers Institute (JIDC) | 8 | 0.4 | 12 | 0.8 |
| Total | 1,799 | 100.0 | 1,513 | 100.0 |

Source: Ministry of Youth and Community Development and the Jamaica Industrial Development Corporation.

Surprisingly, this aim accords with the views of the previous government, namely, that the division between skill training and remedial / continuing education is artificial. The Five-Year Plan for Youth proposes combining the urban Youth Community Training Centres and ITCs "so that the major distinction between types of training institutions will be the extent to which they concentrate on industrial or agricultural training and not whether they make provision for remedial and continuing education."[8]

Full-time day courses are conducted Monday to Friday over a

## Table 5

## ATTENDANCE SKILLS UP-GRADING PROGRAMS: 1981, 1982

| | 1981 | | | 1982 | | |
|---|---|---|---|---|---|---|
| Areas of Training | Public Sector | Private Sector | Total | Public Sector | Private Sector | Total |
| Management and administration | 389 | 1,976 | 2,365 | 158 | 1,817 | 1,975 |
| Financial management and accounting | 585 | 164 | 749 | 432 | 394 | 826 |
| Supervisory and general foreman | 151 | 556 | 707 | 195 | 799 | 994 |
| Teaching | 49 | | 49 | 565 | | 565 |
| Secretaries, typists, stenographers, reporters | 463 | 451 | 914 | 357 | 369 | 726 |
| Telecommunications and satellite communications technicians | 5 | | 5 | | 40 | 40 |
| Telephone operators | 49 | 100 | 149 | 16 | n/a | 16 |
| Engineering | | 520 | 520 | | 71 | 71 |
| Building and metal trades | | 115 | 115 | | | |
| Other | 86 | 307 | 393 | 54 | 292 | 346 |
| Total | 1,777 | 4,189 | 5,966 | 1,777 | 3,782 | 5,559 |

Source: Manpower Development Division, Ministry of the Public Service, and private sector firms.

## Table 6

### OUTPUT OF SKILLED AND SEMI-SKILLED MANPOWER BY OCCUPATIONAL GROUP 1978-82

| Occupational Group | 1978 | 1979 | 1980 | 1981 | 1982 |
|---|---|---|---|---|---|
| Agricultural workers | 466 | 408 | 326 | 276 | 341 |
| Community health aides | 95 | | | | |
| Cooks, waiters, and other hotel workers | 265 | 601 | 573 | 455 | 332 |
| Craftsmen, the production process, and operating workers | 1,824 | 1,287 | 1,172 | 1,799 | 1,513 |
| Police | 120 | 308 | 186 | 337 | 130 |
| Post and telegraph workers | 121 | 64 | 128 | 94 | 12 |
| Secretarial and other commercial workers | 886 | 1,136 | 1,133 | 1,205 | 1,246 |
| Miscellaneous groups | 51 | 69 | 372 | 229 | 319 |
| Total | 3,828 | 3,873 | 3,890 | 4,395 | 3,893 |

Source: Industrial and agricultural training institutions, Police Academy, secretarial colleges, housecraft training institutions, Ministry of Youth, other selected training bodies.

period of one year or forty-eight weeks with approximately 1,700 hours of instruction. Evening courses are confined to persons who have completed full-time training or who have had at least one year's industrial experience in the area in which training is sought. At the end of the course trainees are examined by a Trade Test Committee and successful candidates are awarded a certificate of completion. The program is heavily practical; two-thirds of the course is spent in craft practice and related technology, one-third in related subjects. (see Table 6). Non-residential centres are now being phased out and their functions assumed by certain of the HEART academies.

## Specialized Institutions

### Jamaican/German Automotive School

This school was established in 1976 as a joint venture between the German and Jamaican governments to provide automotive training. The school provides training in the skills and techniques of automotive repairs and services; skill improvement courses on a modular basis; technological training to keep abreast of industry change; advisory services to the public and private sectors on systematic training projects; equipment organization; laying out of workshops and other technical matters. The three-year course is designed to equip participants to become auto mechanics, auto electricians, and diesel mechanics. The course is conducted under the National Apprenticeship System. The skill improvement courses are for practicing mechanics, auto electricians, craftsmen, and foremen in the automobile repair industry. A course of basic instruction for motorists is also offered. The staff consists of German experts and Jamaican counterparts trained in Germany in automotive repairs, service trades, and vocational education.

### The Garment Industry Training School

This school was set up in 1973 to train workers in the garment trade. It was assisted by the Garment Industry Unit of the Jamaican Industrial Development Corporation, the Dutch government, and the Canadian International Development Agency (CIDA), all of which provide technical assistance. The school offered courses in design and pattern making, cutting, garment-machine operating, and maintenance mechanics for garment-making machines.

A twelve-week course for industrial sewing machine operators provides basic training in use of the machines. Most trainees are women. Minimum entry requirement was Grade 11 or 12, and trainees were paid $17.50 weekly while in training. A six-month full-time beginners' course for sewing machine mechanics was also offered, but participants who have basic technical knowledge were preferred. This course offered basic training in repairs and maintenance of industrial sewing machines. There was a six-month full-time course in fashion design and pattern-making for school-leavers with the GCE 'O' levels or JSC passes in math, English, needlework and art. There were plans to offer a two-year course. However, despite all these plans the Garment Industry Training School has now been closed. The last training course sponsored by this school held graduation for its students in July 1983. A part-time, after work, skill-upgrading course is offered for pattern-makers, dress-makers, and machine mechanics. This course is now being phased out because its role is being fulfilled by certain HEART academies.

## Toolmakers' Institute

This institute, which commenced operations in January 1972, has three main objectives: to train tool designers, tool-makers, and machinists; to service industry; to play a major role in development of the tool-making industry in Jamaica. Every year since 1972 trainees have been accepted in groups of ten to fifteen for three-year courses. Such trainees are regarded as apprentices and paid accordingly. A prerequisite for acceptance has been GCE 'O' level standard in technical and engineering drawing or equivalent qualifications in mechanical engineering, or two years' experience as a millwright in industry.

It is the considered view of many involved that unless Jamaica can provide its own tool-makers, there can be no real expansion of skilled production in Jamaica. A recent pamphlet from the Jamaica Industrial Development Corporation concludes that:

> The workshop, now one of the most modern in the Island, has an area of 7,000 square feet. Classrooms and offices occupy 2,300 square feet in the two-storey building adjoining the workshop. Its programme of activities has enabled the Institute to achieve all its objectives. It provides trainees with on-the-job experience by taking in special jobs from Industry and great strides have been made in the design and manufacture of special machines and tools for use locally.[9]

## Repair and Maintenance, Training and Demonstration Unit

This unit was set up in 1972 to assist in developing training and development programs in the repair and maintenance of plant equipment. It was also intended to provide general plant engineering services to small and medium-sized plants, projects, and to subsidiaries of the Jamaica Industrial Development Corporation. It was originally envisioned that the training program would encompass a wide field. However, due to scarcity of funds and manpower, there have been cutbacks in the projected training with the main emphasis being placed on the full-time training of plant maintenance technicians. Also of interest here is the Work Experience Project in which students from secondary high schools have done practical work in the workshops over a period of time. During 1978/9, students from four larger new secondary schools participated in this program.

It is planned to revitalize and reintroduce in-plant training for industrial personnel in order to upgrade the skills of maintenance personnel and ensure more effective maintenance of equipment and a proper stores inventory system. It is hoped that such training will result in longer life for industrial equipment resulting in savings in foreign exchange, a critical consideration in contemporary Jamaica.[10]

The last two institutions are worth mentioning as they offer training in toolmaking, welding and fabrication, machine tools, and maintenance fitting. The need for such training is great and thee is therefore a great urgency to expand space, funds, and equipment.

## Youth Centres

There are five Youth Centres in operation: Norman Manley; Linton Duffus; Spanish Town; Commodore; and Camp Bogle. The centres offer a remedial program in English and mathematics, and pre-vocational training in a number of skills (see Table 7).

Table 7

ENROLMENT IN YOUTH CENTRES: DECEMBER 1981, DECEMBER 1982

| Youth Centres (non-residential) | December 1981 | December 1982 | % Difference from December 1981 |
|---|---|---|---|
| Linton Duffus | 329 | 220 | - 33.1 |
| Commodore | 195 | 200 | + 2.6 |
| Spanish Town | 213 | 210 | - 1.4 |
| Norman Manley | 182 | 188 | + 3.3 |
| Lyssons (Camp Bogle) | 95 | 150 | + 57.9 |
| Total | 1,014 | 968 | - 4.5 |

Source: Social Development Commission.

## Community Craft Training Program

The present government has reactivated community craft training, which was a prominent feature of Jamaican rural communities in the early days of the community development program. Training is now offered in strawcraft, needlecraft, and home economics. This program, which was revitalized in 1981, provides the main opportunity for training young women at the community level for self-employment or where opportunities exist, for employment in the private and public sectors.

## Advanced Skill-Training Project

During the financial year 1982-3 the Ministry of Youth, Sports, and Community Development in association with the Incorporated Masterbuilders Association initiated a three-year advanced skill training project for the building and construction industry. In April 1983, 733 of the 800 trainees were certified as having completed their training at the Grade 3 level. In so doing the objectives of the program have begun to be realized, these being creation of a pool of young men trained and experienced at a level where they can obtain regular employment in the building industry and at the same time ensuring the existence of a large group of good quality skilled workmen. It is expected that for the financial year 1983-4 a total of 2,250 trainees will register for this program.'' The Jamaican government has signed an agreement with Puerto Rico under which five Puerto Rican building specialists will work in the program. It is expected that the quality of experience being provided to the trainees thereby will be greatly improved. Table 8 shows the break down of program participants in their respective HEART academies.

Table 8

ENROLMENT IN YOUTH CAMPS: DECEMBER 1981, DECEMBER 1982

| youth camps (residential) | Basic skill program Dec. 1981 | Basic skill program Dec. 1982 | % Difference over Dec. 81 | Advanced skill-training program Dec. 1982 | Advanced skills |
|---|---|---|---|---|---|
| Cobbla | 317 | 134 | - 57.7 | 196 | plumbing/ pipe fitting |
| Cape Clear | 115 | 100 | - 13.0 | 140 | electrical installation |
| Chestervale | 205 | 95 | - 53.7 | | |
| Kenilworth | 68 | 100 | + 47.1 | 260 | masonry and carpentry |
| Lluidsvale | | 9 | + 9 | 200 | welding |
| Total | 705 | 438 | - 37.9 | 796 | |

Source: Social Development Commission.

## TRAINING PROGRAMS FOR OUT-OF-SCHOOL YOUTH IN SKILLS/COMMUNITY DEVELOPMENT AND VOCATIONAL/AGRICULTURAL

### Youth Community Training Centres (YCTC)

There was undoubtedly wide awareness of this program. Prospective trainees applied annually and there have invariably been far more applicants than could be accommodated. At the end of June 1976, for instance, there were 7,000 applicants to be interviewed, tested, and selected to fill the 1,500 vacancies available the following September. The total drop-out rate from the program has been less than 5 per cent though each recruit can leave at any time.

The Jamaican Economic and social Survey of 1977 pointed to the imbalance which still existed at the centres between the provision of places for remedial education and the provision for skills training and also in the geographic availability of these places. Although in theory the program affords mobility between the centres and the Industrial Training Centres, such mobility was limited because the students who graduate from the Youth Community Training Centres were found to be still not qualified for places in the now partly discontinued Industrial Training Centres programs. The latter were not, over the years, geared to provide such youths with the necessary remedial education. The gap between the two types of centres was not bridged.

The Industrial Training Centre program has now been reorganized. The new program is a non-residential skills training program financed under the HEART Program and operated by the Ministry of Youth and Community Development. The 1985-86 training program commenced on April 15, 1985 at the following centres: Above Rocks - St. Mary; Seaford Town - Westmoreland; Glendevon - St. James; Boys Town - St. Andrew. Training is being offered in the following trades: building and construction, garment making, hotel trades, metal working and repairs and maintenance. Applicants have to be at least 17 years old and residents are able to live within traveling distance of the centre of his choice. The training program is planned to last one year.

### The National 4-H Clubs Movement

Jamaica 4-H clubs (Head, Heart, Hands, and Health) represent the largest youth movement of its kind in Jamaica and the English-speaking Caribbean. The organization was started in Jamaica in April 1940, representing a merger of the Young Farmers' Club then operating under the auspices of Jamaica Welfare and juvenile groups of the Jamaica Agricultural Society. It was the original vehicle through which vocational agricultural education was introduced (see Table 9).

The movement has always been under government auspices. From

1940 to 1966 it operated with a central management committee drawn from representative organizations such as government ministries and agencies dealing with youth and agriculture and from relevant community organizations. In 1966 it became a statutory body with a Board of Management appointed by the Ministry of Agriculture. In 1974 it was transferred to the Ministry of Youth, but still depends on the Ministry of Agriculture for technical assistance.

The Movement receives an annual government subvention, augmented by public donations and self-help efforts, but it still relies heavily on volunteers. It has an established staff of only fifty (including ancillary staff), and there is only one organizer for each parish,

Table 9

NUMBER OF TRAINEES BY SEX IN 4-H RESIDENTIAL TRAINING CENTRES
(SECOND STAGE)

| Centres | Male | Female | Total |
|---|---|---|---|
| Denbigh | 43 | 43 | 86 |
| Vernamfield | 12 | | 12 |
| Warminster | 9 | | 9 |
| Rose Hall | 8 | | 8 |
| Salisbury Plain | 45 | | 45 |
| Charlottenburgh | 5 | 34 | 39 |
| Font Hill | | | |
| Thatchfield | 30 | | 30 |
| Georgia (Dillion) | 11 | | 11 |
| New Forest | 20 | | 20 |
| Roehampton | | | |
| Bog | | | |
| Total | 183 | 77 | 260 |

Source: Jamaica 4-H Club.

Table 10

GRADUATES FROM AGRICULTURAL SKILLS-TRAINING CAMP

| Parish | Location | Date of start-up | Trainees placed to date | Graduates | Graduates retained for maintenance work |
|---|---|---|---|---|---|
| St. Mary | Eden Park | 29.9.81 | 150 | 145 | 20 |
| St. Mary | Cape Clear | 16.11.81 | 146 | 135 | 10 |
| St. Catherine | Colbeck | 2.11.81 | 50 | | |
| Clarendon | Danks/Savoy | 23.11.81 | 125 | 91 | 8 |
| St. James | Montego Valley | 23.11.81 | 100 | 88 | 12 |
| St. Thomas | Stanton | 14.12.81 | 134 | 128 | 22 |
| St. Thomas | Paul Bogle Springfield | 1.3.82 | 100 | | |
| St. Thomas | London Piece | 15.3.82 | 4 | | |
| | Total | | 809 | 587 | 72 |

Source: Ministry of Agriculture.

which may have from 40 to 60 clubs and a membership from 2,000 to 4,000. Parish organizers therefore rely heavily on voluntary leaders recruited and trained by the Movement. 4-H also uses "project leaders" with skills in agriculture, home-making, or cottage industries. These people are "practioners" who might have little formal education.

The 4-H Movement caters to young people in the 9-25 age group. It operates through school clubs, college clubs, and community clubs. The program is structured in five phases: Phase I - pre-vocational, 9-16 years; Phase II - vocational agricultural education, 17-25 years; Phase III - post-vocational; Phase IV - community outreach; and Phase V - commercial production. Production projects are aimed at training and generating revenue so that agricultural apprentices who run the projects can share in the profits. Revenue from these projects also goes into general 4-H funds. As well, the program aims to increase the national herd of cattle and provide seed stock for young farmers. Current projects include dairying, fish farming, goat production, rabbit production, an experiment in sheep-rearing, and food preservation.

## Academic Classes for Out-of-School Youths

Over the years there has been a great deal of activity in Jamaica to provide instruction up to the school-leaving level for out-of-school youths and adults. It is labeled "formal" since it allows students to re-enter the formal system, which they might initially have been shut out of through lack of opportunity.

### Excelsior

An early example was the Excelsior Evening Classes, then private fee-paying institution which for many years provided opportunities through which adults who had not yet obtained school-leaving qualifications could do so through evening study. More recently this example has been followed by a number of different agencies. A number of teachers' colleges and since the 1960s a number of government secondary schools have offered evening classes in a variety of subjects. Most classes prepare adults for the Cambridge University General Certificate of Education O and A levels, as well as for the Jamaica School Certificate.

The evening division of the Excelsior Community College now offers a wide variety of courses, including standard academic subjects, at both the O and A levels of the General Certificate of Education. Programs offered include secretarial, business, and certain professional courses, as well as technical and skills oriented courses. A number of training programs at the artisan level are also offered, along with a number of hobby classes. Other community colleges, notably those in Browns Town, Short-Woor and Montego Bay, and at Ilnox College in Spaldings are now operative.

### Priory Adult College of Education

This essentially extension school for adults was started modestly by a few members of staff of the Priory Day School. They begun merely by giving lessons after normal school hours to fifth and sixth formers from the high school and later from other schools who needed extra tuition. Not surprisingly, therefore, academic subjects were the ones first offered, but later recreation and technical courses were added, including auto mechanics. Then certain sports facilities were made available, notably karate and badminton.

The staff for PACE was drawn partly from Priory School and from professionals and others in other areas of the education system. PACE was conceived as a community college for continuing education, primarily to meet the great need for facilities of good quality where adults could take courses not available to them as school students. In conjunction with an American university PACE now offers a teacher education degree program.

## St. George's

Perhaps the institution which, par excellence, has pioneered in out-of-school education for adults has been St. George's College Extension School, which was founded in October 1942 by Father Thomas Feeny, S.J., who was at that time Principal of St. George's College. This institution was originally called the Extension Department of St. George's College and was established in response to increasing demands on the Biology Department, presumably by a need for pre-medical qualifications. Initially, classes were taught by Jesuit priests only, but as the adult population grew, lay faculty also became involved.

As in the schools mentioned above, the student population at St. George's was originally drawn from young men and women who had not completed secondary education. Later, when the common entrance examination was introduced, many students who had failed to gain entrance into the high school system began to attend. It has been estimated that over 20,000 students have enrolled at the extension school since its inception. Twelve courses were offered during the first year and it is worth noting that in addition to standard academic courses, programs were also offered in journalism, law, public speaking, and co-operatives. An interesting statistic is that in 1948, in the first medical class of the University College of the West Indies, eight of the first sixteen Jamaicans registered were graduates of the extension school.[12]

## Extension Schools

A phenomenon mainly of the seventies has been the extension school, which has taken the form of evening classes for youths not registered in the normal formal school program. These schools have made provisions for teaching academic subjects, mainly to prepare students for the Jamaica Certificate of Education and less frequently for the General Certificate of Education, chiefly at the O level and less frequently at the A level. These provisions have been a boon, particularly in rural areas, some of which are distant from the main educational centres. The subjects offered most often include English, mathematics, civics, history, health science, home economics, and bible knowledge.

## Correspondence Education

As mentioned earlier, a significant, small number of Jamaicans of the last generation pursued correspondence courses which assisted them in the preparation for examination for external degrees from London University. Given Jamaica's isolation, the small number of people educated to university entrance level, and the existence of ambitious and hard-working young people, correspondence education from overseas institutes was an obvious solution and has succeeded out of all proportion to the number of individuals involved.

Within Jamaica the same problems hold on a regional level. It is therefore surprising that correspondence education has never been more than a pilot project. The ministry has had a section avowedly responsible for correspondence education. The section describes its principal functions to be to distribute courses in mathematics, English, civics, history, geography, health science, general science, and biology to candidates preparing for the Jamaica School Certificate Examination; to arrange for grading and return to candidates of scripts in one subject from a maximum of five distributed; to arrange for writing and revision of correspondence courses in keeping with the country's developing needs; to supervise correspondence courses used by candidates attending evening classes and by private candidates; and in association with the Ministry's Evaluation Unit to evaluate the impact of courses on the educational development of candidates.

During 1977-8, the Correspondence Courses Section had a pilot project to introduce correspondence education in five all-age schools. The intention was to extend high-quality tuition, by means of distance education, to remote rural all-age schools, especially to cover the academic work of Grades 10 and 11, which are the last two years of schooling. This initiative reportedly met with a good response and was welcomed by teachers in the schools concerned.

There is great need for the further development of education by correspondence in Jamaica. Perhaps the correspondence component could be linked with radio and television contributions. This is but one example of the opportunities to be grasped by a more innovative Ministry of Education sensitized to the potential and methods of adult education.

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[2] *Ibid*.

[3] *Sectoral Debate: 1983-84*, contribution by the Hon. Errol Anderson, Minister of Youth and Community Development, p. 13.

[4] *Ibid*. p. 33.

[5] *Ibid*., p.34.

[6] *Ibid*., p.47.

[7] Report by the Hon. Prime Minister on the first year of operation of the HEART Trust (1983).

[8] *Five Year Development Plan (1978-82)*, p. 109.

[9] Pamphlet issued by the Toolmakers Institute, Jamaica Industrial Development Corporation, Kingston, n.d., pp. 2-3.

[10] "Repair & Maintenance Training & Demonstration Unit of the Productivity Centre & Industrial Services Division, Jamaica Industrial Development Corporation: Review of Achievements for the Period April 1978-March 1979 and Planned Programme of Activities for 1979-1980," prepared by K.A. Sunarth (mimeo), May 14, 1979, pp., 4, 6.

[11] *Sectoral Debate: 1983-84*, contribution by the Hon. Errol Anderson, Minister of Youth and Community Development, p. 39.

[12] Francis J. Osborne, SJ., *History of the Catholic Church in Jamaica* (Caribbean University Press/Ginn & Co. Ltd. 1977).

## 3

# FUNDAMENTAL ADULT EDUCATION

## INTRODUCTION: LITERACY TRAINING

The most fundamental kind of education that can be offered to adults is literacy and numeracy, the basic skills that will enable them to participate in national life. This kind of education is particularly significant in the Third World, where because of centuries of neglect the school system has failed to cater to many, often the majority. General poverty and parental ignorance, leading to a lack of motivation, have also combined to keep children out of school or prevented them from benefiting from the educational system when they do attend. Thus, countries like Jamaica find themselves faced with a legacy of widespread illiteracy, whereas a fully literate population must be the expectation of a total development program. Along with acquisition of basic skills in literacy and numeracy, there is also the need to foster in workers the proper attitudes for the modern working world.

These considerations led the Jamaican government in the 1970s to commit itself to creation of a fully literate population in the shortest possible time. A report by Dr. Ezra Nesbeth stated this very cogently:

> For the first time in the history of educational development in Jamaica both before and after independence, Adult Education or adult literacy has been fully recognised as of paramount importance in the modernisation process. Also, for the first time it was recognised that to deal with a problem of such great dimensions as it is in Jamaica and also to bring out significant improvements in the literacy rates, the mass approach had to be undertaken.
>
> The general assumption of the national

> concerted drive is that solution of the illiteracy problem will aid in the solution of other problems. The acquisition of literacy skills by the population is accepted as a pre-requisite for economic development. The Jamaican Government realises that it cannot aspire towards "development" economic, political or social when such a significant percentage of its populace does not possess the "tool" necessary for its realisation. The Prime Minister, the Honourable Michael Manley, states: "Many developing societies have concluded that the adult illiterate must be treated as expendable on the grounds that resources are scarce and that other needs must be met. I reject this thesis. I share the view that it is impossible to create either a modern economy or a just society if a substantial proportion of the adult population is denied the social tools which are indispensable to full participation in either the economic or social system of a modern nation state."[1]

It was with these considerations in mind that the reorganized National Literacy Program was launched in 1972.

The principal agency currently engaged in literacy work is JAMAL (Jamaica Movement for the Advancement of Literacy). Its operations will be looked at in some detail in this chapter. Classes in fundamental adult education offered by the Institute of Management and Production will also be discussed. So also will two other attempts in this field, namely the Citizens' College and a pilot project by the Jamaica Industrial Development Corporation for an Industrial Workers Education Program.

## THE NATIONAL LITERACY PROGRAM

### Introduction

A separate agency was created in 1972 to deal exclusively with adult literacy and in 1974 became known as the Jamaican Movement for the Advancement of Literacy (JAMAL). JAMAL is significant not only because it has the primary responsibility for basic adult education, but also because it was conceived as the cornerstone of a much wider concept of adult education called "reclamation education," as mentioned earlier. This is an integrated developmental program for those who for one reason or another have become adults without acquiring basic education or skills training. Reclamation education is projected in three stages, of which the first and most basic is achievement of functional literacy. This stage enables the individual to enter the second stage, acquiring basic skills, and then the third stage, acquiring technical training.

Within this framework JAMAL therefore was responsible for getting people to the point where they are capable of taking further training."[2] Thus, JAMAL was fundamental to creation of a labour force equipped to meet the demands of a modern society.

## Origins

Although JAMAL came into existence in 1974, the adult literacy program is not new. What is new is the massive concerted effort to come to grips with the problem of illiteracy once and for all within a set time framework. The adult literacy program was originally the responsibility of the Social Development Commission. For many years it was an integral part of that agency's community development program, almost from the time the agency was founded as Jamaica Welfare. It was during the turbulent forties, in fact, in 1943, that a literacy campaign was formally launched with a small secretariat consisting mostly of volunteers. Much in vogue at that time was the Laubach method of "each one teach one," which was embraced by the Jamaican campaign. The campaign continued on a voluntary basis until 1950, when a Literacy Board was established under the Social Development Commission and a national program launched.

With an inadequate and faltering organization and limited penetration of the illiterate population, the development of indigenous material remained for years the strongest aspect of the early literacy program. Material produced was original, of good quality, and attracted international attention, so much so that in 1968 a jury appointed by UNESCO to consider nominations for the Mohammed Reva Pahlavi Prize gave honourable mention the the SDC for its work in adult literacy. In 1971 Mrs. Marjorie Kirlew, then Chief Literacy Officer, was also given honourable mention.

As a result of the low priority accorded literacy by successive Jamaican governments it was not until 1962 that rigourous evaluation of the problem was made, which arrived at the 40 per cent illiteracy figure for the 15+ age group. There were reported to be some 300 active literacy centres whose total enrollment was 5,000, a clear demonstration of the inadequacy of the existing approach. Accordingly, with UNESCO's assistance, the government established a Literacy Evaluation and Planning Committee to look into the problem. In 1971 I examined some questions which the program then posed.[3] I discovered that only about 1 per cent of the illiterates were in classes. It seemed time for the Literacy Section to identify areas where there was a need for its program, instead of waiting to be asked. As part of this persuasion classes would have to be made more attractive. There were many ways of doing this. The first was by emphasizing what UNESCO calls "functional literacy"; that is, linking literacy and numeracy with acquisition of marketable skills or linking them to the broader field of adult education. There was a certain amount of this linkage taking place already, as implied in many publications produced by the Literacy Section, for example. Also, in some parts of the island special practical projects were linked with literacy classes. In 197[illegible] groups form the parish of St. Thomas, where extensive field work was being done, displayed some of their projects, but it seemed that not many parishes followed those examples to the same extent.

The second way was to plan adequately for the future. Many new literates seemed to lapse into illiteracy shortly after leaving literacy classes. No one seemed to know the full extent of this phenomenon, but it was clear that allied adult education fields had to be developed so that graduates of literacy classes could move on immediately into other areas of education, thus keeping alive their recently acquired skills. The worth of the very expensive radio and television progamming being used was questionable. Nor was there the requisite urgency concerning the desirability of eradicating illiteracy.

The government which came into power in 1972 placed adult education among its top ten priorities. In its first rush of optimism, it made the ill-considered commitment to achieve total literacy in four years; this was later changed to the "shortest period possible." The new government's philosophy was contained in Ministry Paper No. 13, which was tabled in the House of Representatives in June 1972. It read in part:

> The Goverment regards illiteracy as a grave and fundamental problem in Jamaican life. On the one hand illiteracy restricts freedom, self-reliance and potential for achieving true independence; and on the other hand, it impedes national progress by hindering the release and full utilisation of human resources for economic and social development.[8]

On September 8, 1972 (World Literacy Day), the new National Literacy Program was launched with much fanfare. The program was under the management of National Literacy Board directly responsible to the prime minister. From the outset, the program was bedevilled by administrative and financial problems. By 1974 a review of the program was undertaken which resulted in total revision of the strategy and organizational structure.

Perhaps the most important change was the introduction of day classes. Prior to this time all literacy classes had been held after working hours (mainly at night), which was thought to be convenient both for teachers as well as students. Initially, eighty-four adult day centres were established, with the original intention that they should supplement rather than replace the traditional evening classes. It was recognized that many illiterates were unemployed or that even those who were employed could, in certain instances, be released for day classes. Linked to this innovation was the Board's policy decision to limit the Adult Education Program, as it was now called, to the first steps of numeracy and literacy, although it also would assume some responsibility for continuing adult basic education.

Also, in 1974 the decision was taken to employ full-time "teacher trainers" to train volunteer teachers in adult teaching methods to orient them to the program. Furthermore, provision was made for the employment of a skills training officer and a guidance officer.

## Implications of Changes

The changeover from a statutory board to a limited liability company and eventually to a foundation was justified not merely in effecting a change of name, important though this was, but also on the grounds of the expansion of the program's scope and/or the determination of new objectives.

Giving the JAMAL program the status of a foundation was considered the most effective method for achieving the desired results. Specifically, a foundation was considered better able to attract wide financial support; to operate with more flexibility in financial management; and to achieve quicker decision-making and implementation of proposals than would a government department.[5]

JAMAL is a part of the Ministry of Education, to which it was transferred from the prime minister's office. Its attachment to the Ministry of Education signals its "permanent" nature, its increasing responsibility for basic post-literacy education, as well as a desire to incorporate it into the rest of the educational system.

## Administration

JAMAL's affairs are currently conducted by a volunteer National Board of Directors; a paid senior management staff consisting of an executive director, deputy director, and assistant directors; a two-tiered system of local zone and area committees; and paid professional, technical, and ancillary staff. JAMAL was originally organized into eight departments: field operations, technical services, administration, special projects, communication, finance, evaluation and research, and fund-raising.

Paid staff provide management and undertake technical and professional duties such as training of teachers and production of necessary materials and other working tools to serve students and voluntary workers in the program.

JAMAL's funds are derived from the following sources: an annual government subvention; gifts in cash and kind from local and overseas businesses, civic and benevolent associations as well as from private enterprises (this aspect of fund-raising is co-ordinated by the Department of Fund-Raising, established in 1975), technical assistance (donated equipment, consultants, training fellowships for staff from international agencies such as UNESCO/UNDP, World Literacy of Canada and from governments, notably those of Canada, New Zealand, the United States, Australia, and Great Britain; voluntary teaching services conservatively estimated as worth $14 million a year;[6] donation of buildings for the accommodation of classes all over the island.

## Target Groups and Functional Literacy

In conjunction with the Department of Statistics, JAMAL undertook in 1975 a Communications Skills Survey. This was to enable JAMAL to identify specific problems and plan strategies, especially for hard-core illiterates who it had until then been unable to attract. The survey was the first systematic attempt to ascertain the socio-economic, demographic, and personal characteristics of the illiterate Jamaican population.

The sample consisted of adults fifteen years and over from approximately 1 per cent of Jamaican households. The high non-response rate (21 per cent) must be taken into account in interpreting the figures resulting from the survey. The most frightening statistic to emerge from this survey was that only 18.8 per cent of the Jamaican population could read and write fluently. Thirty-two per cent of the population was functionally illiterate, and of these 60.3 per cent was not fluent in reading and writing (see Table 11).

Of special significance for the program and with serious implications for national development was the finding that agriculture had the highest rate on illiteracy; dependent farmers and agricultural workers together were 56.9 per cent illiterate compared to the national rate of 32 per cent. This group makes up 25 percent of the adult population (see Table 12).[7] This correlation between occupational and industrial groupings and the incidence of illiteracy says as much about the past and present and future of Jamaica's productivity problems.

JAMAL estimates that 400 continuous hours of instruction were required for an illiterate person to attain functional literacy. One wonders whether the "stamina" of the Jamaicans at that educational level has not been over-estimated since someone attending evening classes twice a week can only attain this goal after two or three years. Perhaps methodology and planning should be geared to a more intensive pattern of instruction so that more illiterates would move from Level 1 to Level 4 within six months, as is said to be possible "with intensive effort."

## Organization of the Program

The program includes part-time evening classes, part-time day classes, adult education centres (AEDs) which operate on a full-time or part-time basis; and classes organized by church groups, youth groups, and classes organized by church groups, youth groups, and friendly

Table 11

## JAMAL COMMUNICATION SKILLS SURVEY, 1975: LITERACY LEVELS OF POPULATION 15 YEARS AND OVER

| Illiteracy/literacy levels response | Percent* | Number in adult population |
|---|---|---|
| All categories | 100.00 | 1,165,153· |
| Totally illiterate: cannot read or write | 21.8 | 253,719 |
| Can write but does not make sense | 2.1 | 25,758 |
| Can write but makes very little sense | 8.1 | 93,802 |
| Total | 32.0 | 373,279 |
| Can write with incorrect grammar | 28.3 | 329,477 |
| Can read and write well | 18.8 | 218,871 |
| Total | 47.1 | 548,348 |
| Handicapped | 5.5 | 63,912 |
| Refused to answer | 9.6 | 111,295 |
| No response | 5.9 | 68,320 |
| Total | 21.0 | 243,527 |

Source: JAMAL, *Five-year Plan*, p. 25.

*Percent figures are approximated to one decimal place.

·Total population 15 years and over. Department of Statistics, unpublished information. The "number in population" figures are extrapolated from the Survey.

Table 12

### JAMAL COMMUNICATION SKILLS SURVEY, 1975
### ILLITERACY AMONG MAJOR OCCUPATIONAL AND INDUSTRIAL GROUPINGS

| Groupings | Total no. in sample | Functionally illiterate of sample (%) | % of sample |
|---|---|---|---|
| Occupational Groupings | | | |
| Independent farmers | 1,453 | 57.0 | 17.2 |
| Unskilled agricultural workers | 654 | 56.7 | 7.7 |
| Other unskilled workers | 446 | 44.6 | 5.3 |
| Personal services | 1,193 | 35.0 | 14.1 |
| Other independent producers | 737 | 27.8 | 8.7 |
| Craftsmen, production, processers, and operators | 841 | 25.9 | 9.9 |
| Professional, technical, administrative, executive, managerial clerical, and sales | 2,988 | 15.0 | 35.3 |
| Other | 147 | 16.3 | 1.7 |
| Total | 8,459 | | 100.0% |
| Industrial groupings | | | |
| Agricultural | 2,117 | 56.7 | 25.0 |
| Electricity, gas, water | 17 | 35.3 | 0.2 |
| Construction | 353 | 35.3 | 4.2 |
| Services | 1,671 | 29.1 | 19.8 |
| Commerce | 690 | 27.7 | 8.2 |
| Public administration | 629 | 22.9 | 7.4 |
| Transport and communication | 164 | 24.4 | 1.9 |
| Manufacturing | 585 | 22.4 | 6.9 |
| Mining | 46 | 24.0 | 0.5 |
| Other | 2,187 | 17.1 | 25.9 |
| Total | 8,459 | | 100.0% |

Source: JAMAL, Five Year Plan, p. 27.

societies, among others. There are classes for special occupational groups including independent farmers, co-operative workers, fishing groups, construction workers, trade union groups, and inmates in correctional institutions.

The Adult Education Day Centres offer full-time instruction. These centres are supervised by paid professional teachers assisted by voluntary teachers and National Youth Service workers. Classes at the centres are offered three times a day, four days each week. A course lasts six to nine months. Evening centres offer classes run by voluntary teachers under the supervision of area teacher trainers and part-time teacher trainers. In-house classes are taught and supervised by members of the firm, agency, or group in which they have been established. Like students at adult education centres, students of in-house classes have the opportunity to complete the course in a shorter time.

## Objectives of the Program

JAMAL'S objective to have students learn to read, write, and compute has been interpreted to mean that they should be able to read and write their own names, identify new words, handle their own correspondence, read the Bible, read application forms and job instructions, as well as tell the time and read calendars.

In addition, JAMAL seeks to ensure that each participant understands certain basic ideas and how they relate to him and the world around him. Accordingly, twelve themes have been identified as "Objectives of Adult Learner Behaviour." These are: identity and self-image; citizenship and government; consumer education; community; continuing education; home and family life; health and hygiene; nutrition; food production; occupations of agriculture and fishing; work in terms of employment; communications - interpersonal, reading, writing, composition, computation, enquiry, and critical thinking. Booklets have been produced to reinforce comprehension of these themes. JAMAL publishes a magazine called Let's Read. Articles in it are geared to students' different reading levels. As a contribution to the reading facility of new learners, the Jamaican national morning newspaper, The Daily Gleaner, includes in every Monday edition a "New Readers' Page."

To meet its demand for printed materials, JAMAL's own materials production unit operates a printery and has published over fifty titles, the subject matter of which has been nearly always supplied by local writers. All printed material is colour-coded according to reading grades so that strict readability standards are maintained, as is an emphasis on adult and Jamaican experience. Every effort is made to pre-test the material for content and style.

## The Role of Radio and TV

The electronic media are increasingly utilized by JAMAL, mainly for motivating students, keeping Jamaicans aware of the program, and for training voluntary teachers in adult teaching methods and techniques. The reorganized 1972 program continued these initiatives and part of the 1974 reorganization was establishment of an Educational Media and Methodology Division as part of the Technical Service Department.

Radios and TV sets are made available by JAMAL for class use depending on the size of the class or centre and space available. Equipment is installed and serviced by JAMAL. In the numerous areas where there is no electricity, portable cassette players and battery-operated radios are provided. In the adult education centres and the training centres, video playback facilities are provided as an adjunct to training of teachers and also to permit playback of TV programs.

As can be imagined in a country with Jamaica's level of technology, many problems have arisen in JAMAL's use of electronic media. Some problems are the difficulty experienced by students in getting to classes where reception of programs is monitored; poor radio and TV reception in some geographical areas; timing of programs, which is an inhibiting factor to wider reception; scarcity of trained program production personnel; unavailability of a reliable maintenance system to help avoid inoperative time on equipment; and lack of facilities for regional program exchange. However, despite all of these problems, with the co-operation of the government information network, JAMAL's media program is both of high quality and appears to be successful. It certainly is professional in presentation and is informed by the best principles of andragogy.

## Evaluation and Research

The Educational Media and Methodology Unit works closely with the Department of Evaluation and Research to identify and implement related research activities. Its findings are respected and efforts are made in the analysis of data collected to identify areas for improvement, as well as successful application of the program. In addition, the unit initiates simple surveys directed at program quality and suitability of classroom and teacher-training needs. This evaluation and research provide feedback information of a more immediate nature and are applied to program production techniques as urgently as production facilities will allow, acting as a guide to program improvement.

## Training of Personnel

Through technical assistance from relevant organizations, opportunities have been afforded some members of JAMAL's educational media staff to study in the areas of program production and media utilization at reputable institutions in the United States, the United Kingdom and the Institute of Mass communication at the Mona Campus of the University of the West Indies. Graduates have returned to impart more professionalism to application of the electronic and other media utilization of basic adult education in Jamaica. Other members of staff are given on-the-job training. Because the use of electronic aids in teaching is new, teachers have to be trained in their use. For this reason, training seminars are arranged regularly in cooperation with field staff training or for teacher-training sessions.

## Volunteer Teachers

JAMAL relies heavily on volunteer teachers to carry out its program of literacy training. It is becoming increasingly difficult to recruit volunteer teachers at the desired level and with appropriate backgrounds. It is recognized that the low educational standards of many volunteeers, including recent graduates of the JAMAL program is the biggest hurdle to achieving JAMAL objectives. JAMAL is fully aware that the uncertainty regarding the quality of its teachers is its greatest weakness. Thus the JAMAL Five-Year Plan comments that:

> A thorough examination of the situation indicates that it is the entire dependence on the use of volunteer teachers (most of whom are of low academic competence) which has been the greatest problem in implementing effective pedagogical standards in most of the classes. This has been the greatest handicap in obtaining satisfactory results to meet student graduation targets. Thus the very basis for effecting the greatest economy in the programme is the greatest deterrent to achieving the objective of eliminating illiteracy within a short time.[8]

Despite such problems, financial necessity makes essential continuation of the voluntary element in its teaching force. That necessity has been recognized but is being supplemented by full-time teachers. It is intended that all teaches be adequately trained in adult education techniques and in JAMAL'S instructional methodology.

The teacher-training program is the responsibility of the Technical Services Department, whose training unit consists of supervisors, co-ordinators, and teacher trainers responsible for training volunteer teachers. The training unit also works closely with the field staff, which has the main responsibility for motivating and recruiting teachers.

The teacher-training program itself is an initial training seminar of 12-20 hours, depending on the academic level of trainees. This is followed by sessions to reinforce the initial training. Seminars and workshops are also held to assist in maintaining teaching standards, but volunteer teachers often find regular attendance difficult. In addition to better-trained teachers, JAMAL proposes to raise the standard of its offerings by closer classroom supervision and by greater use of audio-visual aids.

## Establishment of Permanent Teacher-Training Centres

The Five-Year Development Program seeks to reduce irregular attendance by providing for the establishment of permanent teacher-training centres in more densely populated towns accessible to many volunteers. These centres will provide training on a continuous and progressive basis.

Part of JAMAL's plans for grappling with regression lie in taking the program a step further. Currently, Phase I only takes the student to Grade IV or the level of functional literacy. So far Phase II has been introduced only on a pilot project basis. It is intended to reinforce skills already learned and to take students through Grades V and VI. This would bring students to a level of literacy from which they would not regress and would better link them to skill training and job opportunities. Material produced for readers in this phase could also be used by other low-level readers in the society (besides JAMAL students) and thus help fulfill JAMAL's role in reclamation education. JAMAL proposes in future to phase in Grades V and VI on a national basis.

The impact of the media program is considerably lessened because of the hours that programs are broadcast. JAMAL's programs are broadcast on the national station, JBC, and the literacy program cannot afford to purchase prime time, nor can JBC afford to give it away. JAMAL programs are therefore broadcast at hours usually inconvenient for the people they are intended to benefit. This is particularly true of the programs aimed at volunteer teachers. The same problem of scheduling is also true of other JAMAL programs. The greatest problem of the program can, in another light, be regarded as its greatest strength, and that is its heavy reliance on volunteers. Other resource problems have arisen through rapid expansion of the program, especially in the lack of qualified managerial staff for a program of such magnitude.

## The JAMAL Foundation: Restructuring

There is no doubt that JAMAL has achieved some success in its ten years of existence. It has been recorded that by 1982 the program had made 210,000 adults functionally literate and had "created a national awareness of functional literacy as an essential requirement of overall development."[9] However, JAMAL encountered a number of difficulties which combined to prevent eradication of illiteracy in Jamaica

Table 13

## ENROLMENT AND ATTENDANCE OF STUDENTS AND TEACHERS AT JAMAL CLASSES 1977-8

| | Students | | Teachers | |
|---|---|---|---|---|
| Types of centres/ classes | Enrolment | Regular attendance | Enrolment | Regular attendance |
| Evening and part-time | 100,084 | 49,460 (49%) | 11,655 | 6,882 (59%) |
| Adult education | 7,148 | 4,361 (67%) | 225* | 225* (100%) |
| In-house classes | 4,296 | 2,472 (58%) | 561 | 561 (100%) |
| Total | 111,528 | 56,293 (50%) | 12,441 | 7,668 (62%) |

Source: *Econonmic and Social Survey* 1977, p.420.
Of the 7,679 centres presently operating, 6,516 are classified as evening and part-time and 610 as adult education centres which operate full-time. It should be noted that students enrolled do not all attend classes regularly. The same is true of volunteer teachers.

*Jamaica Youth Corps

Table 14

## ENROLMENT IN JAMAL AND NUMBER OF CLASSES AND CENTRES BY YEAR

| | 1975-6 | 1977-8 | 1978-9 |
|---|---|---|---|
| Student enrolment | 92,763 | 92,828 | 111,528 |
| Teacher enrolment | 10,018 | 10,727 | 12,441 |
| No. of centres | 2,822 | 3,025 | 3,561 |
| No. of classes | 6,473 | 6,051 | 7,679 |

within the time limit originally established for the program. The main problems identified include the large number of primary school-leavers who enter the potential labour force functionally illiterate; the almost complete dependence on voluntary teachers with varying degrees of competence; the high rate of drop-outs among students and teachers; inadequate follow-up literature for graduates; and inadequate monitoring and supervision of the program in the field. The result has been that while, on the one hand, JAMAL succeeded in creating literates, the factors responsible for illiteracy, on the other hand, were for the most part left unchecked.

The Ministry of Education, under whose portfolio JAMAL falls, therefore embarked on a program to restructure JAMAL in order to have it more effectively pursue its mandate while at the same time minimize the number of illiterates. Consequently, a program of compulsory attendance at school for children in the 6-12 age group has become an important aspect of the new direction for JAMAL. Compulsory education, which is being introduced on a phased basis in the various parishes, is now considered crucial for creating links between JAMAL and the formal education system.

The other main objective of the restructuring is to address directly the problems which constrained the program in its first ten years. Thus, the focus is on the creation of follow-up literature, remedial literacy for residual literate adults, utilization of teachers from the formal education system, and more careful selection and training of volunteer teachers. At the organizational and administrative level, there will be a single co-ordinating national body and decentralization of responsibilities through the regional and parish structure. At the JAMAL headquarters the departments were reduced from eight to five, with three areas being merged and streamlined to create the Operations Department. These merged and streamlined areas are field services, technical services, and broadcasting. The parish structure now provides for two administrative divisions, each with a three-tiered program of training: full-time centres, part-time centres, and night centres. JAMAL's new thrust was formalized on September 1, 1983 with the Ministry of Education anticipating the redundancy of 246 jobs as one result of the restructured program.

## OTHER FUNDAMENTAL ADULT EDUCATION PROGRAMS

### Institute of Management and Production: Basic Adult Education Courses

The Institute of Management and Production (IMP), a private sector agency discussed more fully in Chapter 7, offers a basic adult education course as part of its program catering to all categories of staff in the business world. A fundamental criterion of the IMP courses is that they be linked to the realities of the work-place.

In this context, IMP has devised a course in basic education for workers who need to upgrade their skills. The course is aimed at persons of low educational attainment who want to improve their basic literacy skills. The course is 28 hours divided into eight 3 1/2 hour sessions, and seeks to upgrade language and computation skills. The development of reinforcement of positive work attitudes and self-image are built into the course. The course consists of lectures, discussions, demonstrations, and practical exercises.

At the conclusion of this course, participants should demonstrate improved reading, writing, and computational skills; improved communication skills; improved self-image and attitudes towards work; improved motivation; and the ability to apply the principles and skills covered in class to their work situations. Although IMP's courses cater for a small proportion of the work force, they represent a pioneering effort by the private sector to upgrade the skills, even at the most basic levels, of those already employed.

## JIDC Industrial Workers Education Project

This program was developed by me for the Jamaica Industrial Development Corporation while I was resident tutor in the Department of Extra-Mural Studies, University of the West Indies. It was started as a pilot project by the Training Department of the JIDC (see Chapter 2) and was conceived as a general basic educational program for workers in industry to orientate them to the world of work and to the demands of industry. Emphasis was placed on "personal development through growth."

The intention was to supply workers in industry with educational information that would encourage them to strive towards personal improvement; motivate them in development of satisfactory attitudes towards life and productive work and thereby lay a foundation for the improvement of management/worker relations. The program was predicated on the idea that the Jamaican workers suffers extreme frustration when his advancement within his company is thwarted because of personal inadequacy for example, by illiteracy and lack of skills. The program particularly sought to inculcate in workers a sense for the proper use of time, consistent productive effort, and some professional commitment to the work in which they were engaged.

The program consisted of eight 3-hour in-plant sessions covering the company, the social environment, interpersonal relationships, family health, money management, industrial relations, and government. The involvement of top management and a commitment by the company were considered essential to its success. A pilot course showed total acceptance of the program. Workers who participated were highly motivated and in some cases exhibited sudden personal improvement in work attitudes. However, due mainly to a shortage of personnel the JIDC was never able to move the program beyond the pilot stage and make it a national program, as originally intended.

## Citizens' Colleges

The Citizens' College program, founded by the now-defunct National Council of Jamaica Organizations (NACJO) was intended to cater to young people in the formal school system. Its main purpose was to enable people from the lowest socio-economic group to prepare for skills training and employment. The program sought to upgrade near-literates and give them the general orientation and counselling needed to motivate them to enter skills training programs.

Colleges in rural areas were to offer a program in agriculture and all the colleges--rural and urban--would include training to assist participants to develop skills which could be used for self-employment and small-scale entrepreneurship.

Five Citizens' Colleges had been established by December 1970, as pre-vocational (feeder) training institutions. The five colleges (Durham College, Red Hills, Hannah Town, Cockburn Gardens, and Shortwood in Kingston) were sponsored by church and civic groups and the programs offered included general orientation, assessment, and counselling; the development of motivation and proper attitudes to training and work; upgrading in basic education and literacy (mathematics, English, communication, civics, health science, consumer education).

Teachers for the program were volunteers without professional training. They used simple, relevant teaching materials including audio-visual aids, centring the teaching method around discussions rather than lectures, and co-operative rather than competitive class exercises.

The project has not developed on the scale originally envisaged. The concept, however, was excellent and together with the JAMAL program could have made a significant contribution towards fundamental adult education in Jamaica. Due to the failure of NACJO to sustain its early initiatives, all but four Citizens' Colleges seem to have ceased to function. One college in Central Village, St. Catherine, is run by a combination of local and foreign volunteers and total responsibility for the school rests with the students.

The most outstanding Citizens' College has been the one established in 1967 at Durham College by Lester Kirkaldy and Frank Gordon on behalf of NACJO. It lasted in the original form until 1971. During that period, the Reverend Lloyd Davis was its principal and changed its character greatly. For one thing, literacy work was taken over by JAMAL. In addition, the new principal developed courses in many commercial and academic areas, such as in English, mathematics, civics, history, biology, and chemistry. Also undertaken were more practical courses such as typing and shorthand.

At the same time career guidance was offered through individual and group counselling, as well as through the holding of career days. Its purpose was to assist and advise students who wanted to further their education and also to orientate those who wished to find employment. The increased range of academic subjects as well as the guidance programs greatly increased the college's popularity. The result was that the number of students grew from 28 in 1971 to 308 in 1979. As the principal stated:

> Over a period of twelve years Citizens' Colleges has been in operation, during which time over three thousand students have passed through. They came for one or more reasons, to upgrade themselves, to enter the police force, the army, nursing school, teachers college, promotion according to one's job, to get a drivers license and hundreds came to be academically qualified to get technical training in a technical school.[10]

He went on to say: "Over the eight years I have been here, I have noticed rapid changes in education. When one thinks of education in an institution, all areas of total development must be taken into consideration; it is no wonder therefore that institutions which have been built on discipline are hardest hit by the sudden revolutionary changes in our society at large."

The outstanding success of this college has revolved around its maintenance of the original concept of Citizens' Colleges as filling the need for basic upgrading and training Jamaicans not qualified for immediate entry into any of the skills-upgrading institutions; at the same time it has maintained its flexibility.

In order to assist with administering the college, a vice-president has been appointed who, it might be noted, was a youth service worker and who is so committed to the work of the college that he works for it full-time for a very small stipend. Most other instructors serve voluntarily or for nominal fees. This Citizens' College has become so established that it is now contemplating purchasing the premises on which it stands, which have been made available by the principal of the adjoining Durham Business College.

Such a success story confirms the potential value of Citizens' Colleges as adult education institutions. Other Citizens' Colleges still in existence are those at Shortwood, Meadowbrook, and Central Village. There appears to be a strong case for spreading these colleges throughout Jamaica as important centres of fundamental and "reclamation education." The extent to which adult educational provisions - other than literacy training - have come into existence to meet such needs is discussed in chapter 4.

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[3] H.L.A. Gordon, "Mobilising for Literacy," *Daily Gleaner*, December 1971.

[4] Ministry Paper No. 13, June 1972.

[5] JAMAL Foundation, *JAMAL*, n.d. p. 14.

[6] *Ibid*.

[7] JAMAL *Five-Year Plan*, pp. 25-9.

[8] *Ibid*., p. 37.

[9] Ministry Paper No. 83, Restructuring of the JAMAL Foundation, August 17 1983.

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## 4

# THE ARTS AND CULTURE

### INTRODUCTION

As implied previously, ever since the birth of the nationalist movement in Jamaica in the late 1930s and early 1940s, there has been increasing recognition by Jamaican leaders that a worthwhile national self-image is essential in the struggle towards full nationhood of which artistic self-expression is a part. This idea gained momentum with political independence in 1962 and the accompanying national self-analysis. Since then both the Jamaican government and non-governmental agencies increasingly emphasized cultural development. Today, inculcation of cultural awareness and participation in cultural activity is as much a part of the formal education system as it is of virtually every national adult education program.

While significant portion of current cultural activities is directed at the school-age population, the new dynamics in cultural development also form a significant element in many adult programs, with particular effort expended at the community level. Training in the arts is now being formalized, with the emphasis on teacher-training so as to improve standards throughout the island. At the same time, cultural resources such as museums and libraries are being developed in order to expose Jamaicans to a more realistic self-image and to imbue them with a greater sense of self-worth and national pride. Further, the Festival Movement has widened the extent of citizen participation in the nascent cultural developments and improved their quality.

The distinct cultural patterns in Jamaica, the "dominant" (European) and the "subdominant" (African) were described in Chapter 1. Such cultural institutions as have existed have fostered total acceptance of the idea of purely European culture, which was at complete variance with the facts that the vast majority of the population (over 80 per cent) was of African stock and that significant minorities (Indian and Chinese) were neither. As a result of the denigration of the African "folk" culture, the psyche of the majority of Jamaicans became distorted. Small wonder that researchers have found that in general Jamaicans have poor self-images and personal identity problems.[1] The implications of these findings for the development of a national identity are self-evident.

It is only in recent years that the importance of the "little tradition"--the culture of the folk--has been recognized as significant to personal growth and national development as the "great tradition" of American-European culture. As a result, there has been a great flowering of the arts in Jamaica over the last few decades, much of it through the initiative of talented individuals and groups. A formal government policy on the arts and recognition of the importance of art and culture in the education of the "total man" is relatively recent.

The first flowering of the arts in Jamaica following the social and political movements of the thirties included the first formal classes, which eventually led to the founding of the Jamaica School of Art, the oldest Jamaican arts institution. At the same time, the educational system was being changed to satisfy local needs rather than merely copying the English system. A third force in cultural development at that time was formation of Jamaica Welfare Limited as an agency for adult education, especially in rural areas. Aside from teaching skills in home-making, co-operatives, and the like, Jamaica Welfare encouraged cultural performance at the village level which allowed people from rural areas to display their talents. Most important, for the first time Jamaicans were encouraged to perform Jamaican folk material in dance, music, and drama. Hitherto, in colonial society, such material was regarded as "debased", and actively discouraged. By the 1950s, the cultural element in this social development program was crystallized by appointment of full-time officers for drama and dance who worked with rural people in developing these art forms.

In the 1930s, the only cultural institution in existence was the Institute of Jamaica, founded in 1879. The decades from the forties to the sixties saw the establishment of other culturally oriented institutions, such as the University of the West Indies, especially the Department of Extra-Mural Studies (1948) and the Jamaica Library Service (1948), and the advent of publicly owned broadcasting when the Jamaica Broadcasting Corporation (JBC) was founded (1959). The university's extra-mural program in particular was the first systematic attempt to develop the arts; especially the performing arts. It is discussed more fully in Chapter 11.

In addition to these formal institutions, teaching and discussion of art forms were taking place through short-term courses and workshops, some of which were organized by the Extra-Mural Department (especially the summer dance workshop, which brought outstanding West Indian dance tutors to Jamaica). The Knox Summer School held during the late 1940s and early 1950s also made a contribution in this area, workshops in the creative arts being a particularly strong feature of the school. There were two other major influences on art and culture in the 1940s--one was the formation of the Little Theatre Movement (LTM) by private individuals, spearheaded by the late Greta Fowler and her husband, Henry Fowler; the other was the work of the British Council.

Much later, the Jamaica Festival Commission was established (1968) as the vehicle for independence celebrations and since then has broadened its base to become the principal instrument for grass-roots cultural development. Other significant developments since independence have been the encouragement of folk music research under government auspices and revelation of a rich cultural heritage in this area, the establishment of a National Trust Commission (1958) to protect and preserve the cultural heritage and emphasis on craft development at a national level. At the non-governmental level there has been the emergence of many performing groups which have had tremendous impact on the national development of art forms. Some, like the National Dance Theatre Company of Jamaica (1962) and the Jamaica Folk Singers (1967), have achieved international eminence.

There is also a theatre in Kingston, with locally written plays and productions generally running simultaneously with weekly semi-professional productions of imported material. Finally, there has been the spontaneous flowering of new and exiting forms in popular music and the discovery of many talented performers, especially in the reggae idiom, which has gained international attention and is the mainstay of a large recording industry.

In addition to the performing groups the primary vehicles for cultural diffusion and education are the Institute of Jamaica, the Jamaica Library Service, the National Art Gallery, the National Festival Commission, the National Trust Commission, and the mass media. Significant cultural activity has traditionally been incorporated into the programs of the university's Extra-Mural Department and the Social Development Commission, both of which are dealt with in separate Chapters (10, 11).

## THE INSTITUTE OF JAMAICA[2]

The Institute of Jamaica was established in 1879 to be a library, reading room, and museum; to provide for reading of papers, delivery of lectures, and holding of examinations in literature, science, and art; to award premiums for the application of scientific and artistic methods to local industries and to hold exhibitions illustrating the industries of Jamaica. The main features for a long time were the library, museum, and history gallery. For its first seventy years or so the Institute was the centre of artistic life. As early as 1886 it began to award Musgrave Medals for Excellence and distinguished achievement in literature, science, and art. The medals are still the highest cultural awards in Jamaica. The Institute developed the first regular art exhibition and sponsored regular public lectures. It also started a junior centre for children where many currently outstanding artists and performers received their first exposure to the arts.

Despite its undeniable contributions, the Institute for most of its existence remained an elitist institution, projecting a culture that was strictly initiative of European traditions and, excluding from membership all who did not belong to the social elite or the growing middle class. The strength of the Institute lay in the magnificent collections of Caribbean material made for the West India Reference Library, the Natural History Division, and the National Gallery.

The Institute during the tenure of the past two governments sought to restructure its administration and revise its aims and objectives. Its role in the cultural network remains central. In 1977 the Institute of Jamaica Law was promulgated in order to give legal authority to the Institute and to confirm its role as the chief government body with overall responsibility for Jamaica's cultural development.

While maintaining its traditional functions, the Institute is now examining the mass of historical, artistic, archaeological, and antiquarian material it possesses with a view to systematic identification and evaluation. The material will then be presented "in an ordered cultural unity."[3] As a first step in its new direction, the Institute successfully produced a series of workshop entertainments under the general title "Anatomies of Jamaican Culture," which explored the Jamaican folk and popular arts and related them to Jamaica's wider cultural heritage. In the fine arts, special attention has been paid to the development and encouragement of self-taught artists.

## Program

The Institute's program has eight divisions:

- National Library of Jamaica: this library houses most of the documentary material dealing with the Jamaican heritage and carries out and encourages scholarly research into this material.

- Natural History Division: this division has become the chief international source of information about Jamaica's flora and fauna. The division maintains a natural history gallery and a natural history library.

- *Museums and archaeology*: the Institute maintains five museums: the *Arawak Indian Museum*, which displays information on and artifacts of the earliest known inhabitants of Jamaica. The museum is sited on what was a long-occupied Arawak village; the *Forces Museum*; *Archaeological Museum*; the *Folk Museum in Spanish Town* the *Museum of Traditional African Arts and Crafts* the Institute works closely with the Jamaica National Trust Commission, which it now incorporates under the new law. The trust is concerned with the preservation of monuments and historical sites and has undertaken research and publication, archaeological exploration, and restoration work;

- the *African-Caribbean Institute of Jamaica (ACIJ)*: the ACIJ is the Jamaican government's principal agency for promulgation of information about Africa and the African cultural heritage in the Caribbean. The Institute is also undertaking research into the Rastafarian culture and collating and codifying Jamaican popular music from the late 1950s to the present. Community involvement is an important aspect of the Institute's work, and the staff regularly provides research information to schools, colleges, community organizations, and individuals.

## Cultural Projection Program

This program disseminates information on and seeks to involve Jamaicans at home and abroad in all aspects of Jamaica's cultural heritage. It projects cultural activities through the media and gives lectures and demonstrations to schools. It also maintains close contact with foreign cultural organizations and foundations. A junior library is part of the program.

## Publications

The Institute publishes a wide range of books and other materials which reflects its interest in the arts and sciences. Through its periodical, *Jamaica Journal*, it publishes a great deal of material arising out of local research into history, literature, sociology, anthropology, science, and art.

## National Gallery of Jamaica

Since its inception, the Institute has collected and exhibited material pertaining to the fine arts. Its history gallery includes historical personages who played a role in Jamaican life for its first

300 hundred years under British rule. More recently, it has regularly sponsored art exhibitions and art competitions catering to a wide group of artists, ranging from preparatory and other schools to established and self-taught adult artists, as well as thematic and visiting exhibitions. Over the years, the Institute has also acquired a representative collection of paintings, ceramics, sculpture, and other art forms. The permanent collection of the Institute is now displayed at the National Gallery.

## CULTURAL TRAINING CENTRE

The Cultural Training Centre, part of the Institute of Jamaica, is an umbrella institution which provides a multidisciplinary focus for training in art, drama, dance, and music. The four schools were deliberately housed together in a specially designed multimillion dollar centre so as to provide the necessary "cross-fertilization" in the arts. The schools were previously independent, started at different times by private initiative but receiving some government support. The CTC was completed in 1976 and the Schools of Art, Music, Drama, and Dance became government institutions. The CTC is the only institution of its kind in the English-speaking Caribbean.

Each school is autonomous, with its own principal, board of management, and chairman. The Centre is run by an academic board representative of all four schools. Courses offered stimulate artistic and intellectual expression and are closely related to demands in the commercial and industrial applied arts and crafts and to the new education, especially in a new type of cultural pre-vocational and vocational curriculum.

The schools also offer part-time classes and run junior departments which act as laboratories for teacher-training programs. All four schools share courses which are an integral part of the curricula for professional training. These schools are so much outside the formal Jamaican educational system as to warrant separate discussion.

### Jamaica School of Art[4]

This school was established as the Jamaica School of Arts and Crafts in 1950 as a part-time afternoon and evening school. However, formal classes in drawing and painting were first offered in 1941 under the auspices of the Institute of Jamaica. In 1961 a full-time four-year course leading to an intermediate certificate and a diploma was established. The school also offers evening classes. Courses are now available in painting, sculpture, ceramics, jewellery, textiles, graphics, photography, and print-making.

## Jamaica School of Music[5]

The School of Music was established in 1961 as a statutory body supported by the government. In 1975 the school for the first time offered professional courses structured along the lines of university courses. These included the Diploma in Teaching and Performance and Music Education, a Certificate in School Music Training, and certificate courses in Afro-American studies. Also being offered now are certificates in instrumental or vocal teaching and the In-Service Certificate for school music teachers. Apart from providing professional music training, the school also fosters Jamaica's indigenous musical culture. The school has four divisions: Afro-American Music, Western Music (Western-European tradition), Music Education, and a Junior division. An important part of the school is the Folk Music Research Department, which was established twelve years ago when it was felt that Jamaican folk music should be collected and studied systematically.

## Jamaica School of Drama[6]

The school was started in 1968 with part-time drama classes under the sponsorship first of the little theatre movement and later of the government. In 1977 it was transferred to the Institute of Jamaica and the first full-time students were admitted.

## Jamaica School of Dance[7]

The school was stared in 1970 by the National Dance Theatre Company. The major activities of the school's program are educational, performing, and recreational. Performers and teachers are trained in a wide variety of techniques against the background of Jamaican and Caribbean folk forms. A number of part-time courses and a summer workshop program are also offered by the school.

## LIBRARIES

## Jamaica Library Service

It is now generally accepted that libraries and other documentation services play a significant role in education generally and adult education in particular. The growth and development of libraries can also be used as an index of growing literacy levels and the impulse towards continuing education. Jamaica has an excellent library system, though for lack of funds the ratio of books to population is still very low, and the library system has not as yet been geared to fully take care of specialized areas such as new literature, in the society.

As in other parts of the world, it is now recognized that libraries are not mere book-lending institutions but can be active agents of change. This island-wide service was established by the government in 1948 to provide free public libraries with assistance from the British Council; since 1960 the library service has been wholly financed by the government.

The service is administered at two levels--through a central library board and through local library committees in each parish. Overall policy, management, and control lie with the Jamaica Library Board, a statutory body. The parish committees operate the service in each parish, subject to regulations made by the Board.

In addition to normal library functions, the Jamaica Library Service has also, since its inception, played a role in adult education through an active outreach program, promoting reading, supplementing and broadening general education, providing information, creating an environment for social and recreational involvement, and relating to all aspects of community development. All extension activities involve the use of books and related material. The program includes a book display, art exhibition, demonstrations, lectures and discussions, and special and regular activities for children.

Most libraries also have special groups associated with them, such as language clubs, art committees, and cultural groups. In addition, the library staff is fully involved in community, cultural, and educational activities through the JAMAL program, the National Savings Program, the 4-H Club movement, and Citizen's Associations. During the fifties and sixties, the Jamaica Library Service also co-operated closely with the UWI Extra-Mural Department to involve more citizens in adult education programs. The libraries continue to serve as meeting places for community councils and other civic groups.

Apart from its efficiency, the Jamaica Library Service has also been valuable in the development of its own education program through parish and branch librarians. Such programs have reached the very heart of rural areas. It would have been impossible to have an active adult education program outside the capital city of Kingston had it not been for the enthusiastic and efficient co-operation of the Jamaica Library Service.

## Joint JAMAL-Library Service Project for New Literates

A major concern for all those involved in the Jamaica literacy program is the possibility of new literates lapsing into illiteracy if they lack opportunities to practice their new skills. Thus, during the seventies, JAMAL and the Jamaica Library Service organized a project to provide for new literates in the regular libraries with reading material especially suited to their level of reading ability. The plan exists in the form of projects in the parishes of Manchester and Clarendon.

The first major problem has been finding material at the appropriate reading and comprehension levels and yet at the same time suitable for adults. JAMAL has produced various solutions - certain comic-type books, and the national readers, most of which consist of biographies of Jamaican national heroes and other historical figures. These books are well-produced, well-illustrated, and readily assimilated by new readers, but the print is too small. The national readers have the advantage of having been produced in large numbers and are therefore comparatively cheap.

Efforts so far, while commendable, have not yet totally solved the problem. What is specifically needed is Jamaican material with Jamaican illustrations, geared to a low reading level but sophisticated enough to take the reader beyond his low level of attainment. Also, such material should be "functional"; that is, directed at marketable skills or trades in accordance with JAMAL's basic policy.

## Impact

There has been a steady increase over the years in all aspects of the service, though its outreach is still limited. Apart from an increase in book stock and membership, the Jamaica Library Service has also reported increasing awareness and appreciation of library facilities as well as changes in reading tastes. Greater use is being made of the libraries for information and research and there is a growing demand for periodicals on technical and topical subjects. There has also been an increasing demand for non-fiction, especially books for improving skills such as welding, carpentry, plumbing, and agriculture, home and business management, African and West Indian history, sports and all aspects of Jamaican life.

Although the individual library systems--the Library of the University of the West Indies, the West India Reference Library, and the Jamaican Library Service--have been good, over the years there has been little co-ordination of their activities. Accordingly, in 1974 the government established the National Council on Libraries, Archives, and Documentation Services to advise on the development, co-ordination, and integration of libraries, archives, and documentation centres so as to provide more effective service to all sectors of the country at the most economical cost.

A plan for a national documentation, information and library system arose out of the Council's work and was accepted by the government. The main achievement has been establishment of a National

Library of Jamaica, based on restructuring and expansion of the West India Reference Library of the Institute of Jamaica. Specialized documentation centres and a science and technology information and documentation network are among the objectives for the next five years.

## JAMAICA FESTIVAL COMMISSION

The Jamaica Festival Commission was established in 1968 to organize the annual festivities to celebrate Jamaica's independence. Since then it has broadened its scope to become a talent showcase. The actual festival, which takes place in July and August each year, is sustained year-round by cultural development activities at the community level. Throughout its existence, the organization has offered training in the performing and other arts at the community level to improve standards island-wide. It also now works closely with the Cultural Training Centre.

Mass participation is a vital objective of festival and voluntary community participation is an important element in its success. The office in Kingston is supported by a committee in each parish, with membership recruited from a wide cross-section of the population. Further participation is achieved by division of each parish into zones. Direct management of festival affairs is left strictly to the parish committees.

The festival also deals in spectacle and street dancing, and concerts and displays are part of the celebrations. More than any other organization, the festival gives talented performers in the most remote areas of the country the opportunity to perform for a national audience. This creative talent is further encouraged by scholarships to the Schools of Art, Drama, Dance, and Music for outstanding performers, and incentives in the form of cash, cups, medals, and other awards.

Although much of the festival itself is undertaken through competitions, especially in schools, a notable feature of the commission's work has been the institution of training programs for teachers, group leaders, and other interested individuals. Seminars are held in each parish annually to outline the rules and regulations, followed by workshops in which participants are given training and advice. Standards have improved visibly each year in almost every area of competition.

Popular music receives particular attention. There are one-day seminars and short courses covering stage, craft, microphone techniques, delivery, and song co-ordination, timing, choice of material, and the economics of pop music. A talent search is regularly conducted in conjunction with the training programs. The commission also helps performers through promotion of public concerts and opportunities to perform. As an important by-product, the festival has helped to unearth and give new life to much of the traditional folk material. Much of this material, first exposed to the public by older people, is now being used and kept alive by younger performers.

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[4] Jamaica School of Art, Prospectus, n.d.

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## 5

## THE MASS MEDIA

Jamaican cultural development lacks most obviously in the mass media, which are still strongly influenced by foreign programming and do not do enough to transmit Jamaican culture or to reflect the tremendous changes taking place in the arts. It is now universally acknowledged that the functions of press, radio and television are threefold: to inform, to educate, and to entertain. The relative weight given each function reflects the responsibility of the media themselves, the degree of social or political control exercised over them, and how they are committed to fulfilment of national goals. Programs may be educational i.e., instructional, or educative; i.e. non-instructional or informational.

In many Caribbean territories, the print media have been in existence for a long time and have in some countries become institutions, as has *The Daily Gleaner* in Jamaica. All the electronic media--RJR (radio), JBC-TV, and JBC Radio--are now publicly owned.

In Jamaica, as in many other developing countries, the potential of the media as tools of communication, especially in education, is frequently articulated by government and other spokesmen. However, for various reasons, some budgetary and some ideological, the gap between the conception of what the media should do and what they actually do is enormous. In Jamaica, all the media, including the publicly owned, survive by the sale of commercial advertising; thus popularity ratings are important and mass audience is sought, especially in radio. Programs which might be regarded as educational certainly do not, under the circumstances, get prime-time exposure as a rule.

The debate about the role and responsibility of the media becomes intensely significant in Jamaica today as the traditional Western conception of self-regulation comes up against the argument that in developing countries especially, without really competitive media, those that do exist should be highly sensitive and responsive to national goals and their projections, and that there should be some means of ensuring that they be so. There has been an increasing tendency in Jamaica to public acquisition and control of media which has been justified as a means of ensuring that the media fulfill public goals and that a wide cross-section of the populace have access to them. Only then, it has been argued, will the mass media serve as true agents of change.

## Programming

Although the mass media have traditionally served some adult education functions in Jamaica, such services have been limited by lack of clear commitment to it. An examination of content makes this clear.

Radio Jamaica Ltd. (RJR), (established in 1949), was privately established and owned until 1978 when the station was acquired by the government. The Jamaica Broadcasting Corporation (JBC) was established as a public corporation, at first offering radio service structured along the lines of the BBC. The television station was established in 1963. JBC was set up to mould national identity and reflect the nation's cultural heritage, while remaining a viable commercial entity and paying its way by advertising. Although advertisements are accepted on both radio and television, sponsorship of programs on television is prohibited. JBC still professes to foster Jamaican culture, but many constraints, largely financial, have prevented fulfilment of that goal.

On both radio and television, public agencies such as the Agency for Public Information and JAMAL schedule regular broadcasts each day for material they produce. The Educational Broadcasting Service also produces regular school programs which are broadcast on radio during the school term. The maximum broadcast time for these agencies is half an hour. Other public agencies such as the National Family Planning Board and the National Housing Trust also use radio time regularly for public education.

Both radio stations have in recent times introduced "open-line" programs which have proved extremely popular and give the citizens a chance to express themselves publicly on a wide variety of subjects. Also educational are more structured "phone-in" programs, especially on JBC radio, where people such as lawyers, doctors, and psychiatrists come to the studio to give advice to telephone callers or respond to written communications.

But these are minor efforts viewed against the 70-odd per cent of viewing and listening time which is devoted to programs of "entertainment" with a largely foreign content, or to high-powered advertising, much of the latter also imported. Small wonder that there is constant criticism of the electronic media, especially their continued support of cultural penetration by essentially alien life-styles and interests.

The print media do not appear in a more favourable light. The Daily Gleaner, reportedly the most powerful, devotes an average of 64.3 per cent of its space to advertisements, leaving only 35.7 per cent for news, editorials, comments and entertainment.

## Agency for Public Information (API)
## formerly Jamaican Information Service (JIS)

This is a multi-media public information service. The Agency was established in 1956 as the Government Public Relations Office and its main functions were, and are, to inform the public about the government's plans, policies, projects and daily activities. The Agency produces films, booklets, and radio and television programs about various aspects of Jamaican life which mainly can be regarded as educational or informative. The Agency over the years has contributed to projection of national image and fostered cultural development by giving artists and performers exposure through daily radio and television program ( a half-hour on each medium). The Agency has also made many films, which are regularly shown on the island by its mobile cinema units.

## Educational Broadcasting Service

Although the Educational Broadcasting Service of the Ministry of Education serves the school system, it is mentioned here because it possesses very sophisticated media technology. However, this is underutilized, for various reasons including a shortage of personnel. Also, the Service does not itself transmit programs; these are broadcast through JBC. Many programs beamed in its school program are listened to by adults.

## Training for Media Personnel

In recognition of the importance of journalists and other media personnel in the transmission of ideas and the shaping of society, increasing emphasis is now being placed on the need for training. In the past, such training has been either limited in-house programs (e.g. an orientation training course by The Daily Gleaner for all new staff or scholarships and other programs for journalists to study overseas).

An Institute of Mass Communication has been established at the University of the West Indies and is now training media personnel from the region. The Institute offers training in all media and students have the option of taking media studies as part of a regular degree course or doing a one-year diploma course. It is too early to assess the impact of the Institute on development of the media in the Caribbean, although it has already generated some useful quantitative studies.

# 6

# ADULT EDUCATION BY THE CHURCHES

## BACKGROUND

In order to appreciate fully the significance of the church's role in education, it has to be remembered how religious Jamaicans are. Also it has to be remembered, as indicated earlier, that the churches have played a very significant role in Jamaica's evolution in the broadest national sense as well as in the personal sense of providing psychological and emotional personal support for a dispirited people in historical periods and at the present time.

Without doubt, in Jamaican circumstances, religion has ennobled many but has also at times been "the opiate of the people." For the upper and middle classes, the respectable international denominations have provided succor, and for the poor people there have been the most non-conformist Protestants such as the Baptists as well as the evangelical sects--some indigenous and some North American. The recent establishment of the Ethiopian Orthodox Church has introduced a new factor in a situation in which the Rastafarian cult is particularly significant.

As a result of the diminishing number of candidates entering the ministry, the need to train laity to function in various ministries and to initiate and implement outreach projects in the community has become pressing. In response to this need, most leading churches and religious associations have organized training programs for their respective communities.

## ROMAN CATHOLIC EFFORTS

The Roman Catholic Church, which has always had a high percentage of imported priests (mainly Jesuits) and nuns, is currently faced with the problem of attracting young Jamaicans into these religious vocations. The seminary is almost empty and the number of young women entering convents continues to diminish. Therefore, the church has assigned itself the task of training the laity to participate more fully in religious as well as secular activities. A Rural Lay Ministry Training Team was organized in the mid-1970s to carry out this program in rural parishes. The broad objective of this team is to train local teams, which will in turn train parishioners to organize the church communities for "power, the power to act on their own behalf, the power of greater competence, the power which comes from an increased sense of belonging, wider participation, stronger fellowship and deeper prayer."[1]

The program can be justly termed "reciprocal" since it came about as the response to the need for training the laity and will ultimately prepare the laity to initiate change themselves. The program is one of intensive training for lay ministry for services within the total church community. Members and catechumens are trained as ministers for Sunday service, ministers of communion, leaders of prayers, leaders of song, youth moderators, Christian education teachers and managers, instructors of catechumens, and instructors of readers, ushers, home visitors, and keepers of the church. The original training team, which consists of five members, visits the rural parishes where it spends a few months training parishioners. Other training programs that the church has introduced recently through the Liturgical Commission are of vital importance here too, as they also seek to educate the laity to understand and to cope with the needs of their changing faith communities.

All the church's programs seek initially to promote a thorough understanding of the theological principles on which the church is established as well as to foster the Jamaicanisation of the liturgy worship or celebration of the mass. To achieve these goals the Commission has been carrying out various activities throughout the dioceses.

Other supplemental "change-oriented" training programs are also offered to the laity. Included are:

- the Laity Training Programs, in which staff members from the seminary meet with selected representatives from the six deaneries in the archdiocese to discuss scripture, Christian ethics, and lay spirituality. This course is conducted over eight days in which instruction is given on each topic;
- Ministerial Training Program for the training candidates of the married deaconate and for installations of acolytes and lectors;

- leadership training for youth leaders;
- the Jamaica Center for Religious Development (JCRD), which has a group of trained spiritual directors who prepare participants to deepen and develop their relationships with God.

The Roman Catholic Church is known for its thorough and rigorous training schemes for both clergy and laity and has always displayed a willingness to educate its members for change. Many other denominations have now followed suit. The Anglicans have started a Laity Training Program which also seeks to educate and train the laity to accept leadership roles in their churches. This program is fairly new and cannot be treated at length here. It is, however, similar in objective structure, and content to the Roman Catholic Rural Lay Ministry Training Program.

## PROTESTANT RENEWAL

The Baptist, Moravian, and the United churches of Jamaica and Grand Cayman have also embarked on training schemes and special projects for their lay people. The Baptist Church, which has a very large following, has established a Christian Education Department which operates in the following four major areas: information, leadership training, communication, and organization.

### Training for Leaders: Teachers, Preachers, Officers, Deacons

These leaders are exposed to training in the nature and function of the church. The latter includes a Bible teaching program, the evangelistic program and, an organization program.

### Youth Leadership

Conferences, camps, and retreats assist immensely in these training programs. As well, resource materials, literature, and audiovisual material are available for these programs. Worthy of mention here is the Training Union's Guide for Church Training, which provides guidelines and gives details for the implementation of training programs in the Union and at the local level.

## ECUMENICAL EFFORTS

Apart from the training provided by the churches per se, their amalgamated bodies also provide secular and religious training for the religious community. The Jamaica Council of Churches, the Caribbean Council of Churches, and the United Theological Seminary (part-time, modular, summer courses) all run specific training programs and projects. The Caribbean Council of Churches, for example, is an ecumenical organization which operates a number of training programs. One of their agencies, the Christian Action for Development in the Caribbean (CADEC), actually pre-dates the Caribbean Council of Churches (CCC). CADEC was inaugurated in 1968 and given the mandate to deal with the developmental aspects of the CCC. It is therefore a funding rather than a training organization. In providing funds for projects, the organization has, however, acknowledged the need to train people to operate them successfully.

The Education and Vocational Training Program was established to satisfy this need. CADEC supervising staff are responsible for training projects carriers. At one level they co-operate with organizations such as the Private Sector Organization of Jamaica, the Small Business Development Centre, and the Social Action Centre, which provide them with consultants for the respective projects. The Small Business Centre helps further by providing personnel to do follow-up training and supervise projects. Immediate training is carried out through monthly project career seminars. Project people are instructed in the basics of management, money management, and rudimentary marketing skills.

A series of workshops is also held to supplement this training. As well, participants are taught, where necessary, contemporary concepts of family life. People who participate in these workshops are expected to train other members of the community.

Education for Development is an experimental project which embraces the entire Caribbean region. It aims primarily at transforming the Christian Church in the Carbbean into an agent of change. Training was considered the key to this project's success. Several seminars designed for local development committees and aimed at examining the Church's task in social change were carried on in the various territories, social as well as economic problems were identified, and committees were given guidelines on how to take appropriate actions to solve or lessen these problems.

CADEC also seeks to upgrade staff training. Training in management is given priority as this is how the agency can strengthen its own in-service training. Staff involved in the communications programs at head office also receive relevant training.

The Jamaica Council of Churches, of which most Jamaican denominations are members (including the Roman Catholic Church), has always had an educational committee to oversee its public education activities. On occasion this committee has organized public education programs. However, on the whole, it has tended to operate through the educational arm of the constituent denominations. Its role has therefore largely been supportive. Its current public education program has been designed to restore to the "wayward of the flock," where necessary, the centrality of the Church and its Christian values.

The rationale for this program has been announced by the Jamaica Council of Churches to be :

> The widespread crisis of faith, and the search for meaning in life, coupled with the urgent issues of human development and social justice, have challenged the church to work out a dynamic process of public education relevant to the burning issues of our day-to-day experience.[2]

This has been amplified by the Council's declarations that the purpose of this educational effort is:

1. To help our people to discovers ourselves, our society, and the reality of God in our midst as we attempt to deal with polarization and internal contradictions, fear and confusion, crime and violence in our society.
2. To help the Nation to respond to a situation of crisis in terms of leadership and authority, structures and power, labour and management, human development and social justice;
3. To encourage the people to relate their Faith and Hope to their experience within the community in the areas of their political loyalties, Trade Union membership, social and economic groupings.
4. To guide the people to evaluate what is being communicated or not communicated in the interpretation of their history and Christian heritage, social change, and political ideologies.
5. To help the people to interpret their daily experience in the light of their Christian values and attitudes - truth, discipline, honesty and integrity, as well as their attitude to work, time, wealth, collective responsibility and accountability.[3]

In this program the Council has used the media good effect by adopting the orthodox public relations strategies of press kits and interviews as well as using denominational programs, many of which have been broadcast weekly for many years. It has also been planned that newspapers make space available for weekly articles and print questions and answers on the theme "You and the Church."

The main thrust of the summer school program organized by the Council is to offer clergymen and laymen an opportunity to bring together the strands of the theme behind the "functional arms" of the Caribbean Conference of Churches, namely, Action for Renewal of the Church (ARC) and CADEC.

The degree of co-operation between the respective denominations continues to be the Jamaica Council of Churches' most important accomplishment. Historically there has been much rivalry between the respective Christian denominations. All in all, religious bodies have contributed much to Jamaican non-formal education, although perhaps not as significantly as to the formal educational system.

From the relatively intangible and amorphous areas of the arts and religion, I will go on to discuss in the following chapter the status of management and administrative training.

# REFERENCES

[1] "Report of the Rural Lay Ministry Training Team," *The Seventh Annual Synod Handbook* (1979), p. 14.

[2] Note on a "Programme of Public Education," issued by the Secretariat of the Jamaica Council of Churches, mimeographed (1979).

[3] *Ibid*.

## 7

# MANAGEMENT AND ADMINISTRATIVE TRAINING

## INTRODUCTION

As developing nations move from colonializms to political autonomy, from economic dependence and exploitation to indigenous management of their economies, the need correspondingly grows for trained people to manage both the public and private sectors. Accordingly, priority has had to be given to training those in professions and businesses who are likely to influence major decisions which have consequences for an entire nation.

Until recently, few Jamaicans rose above certain levels in the business world. Top positions were filled by expatriate managers who were made comfortable by a flexible work permit system and by the unwillingness of certain businesses to train local staff to replace them. Until the late 1950s, colour was also of paramount importance in determining employment at all but the lowest echelons. Colour largely governed the selection of white-collar or front-line workers, such as sales personnel, hotel front office staff, and bank personnel. Hence for a long time the black majority was denied the opportunity to acquire business or managerial expertise. Thus, there is little tradition of management in Jamaica by Jamaicans outside of family-owned businesses. These have belonged mainly to relatively few Chinese, Syrians, Europeans, and Jewish families; there is a claim that twenty-one such families own most of Jamaican businesses.[1] It is only with the tremendous expansion of the economy in the late 1950s and 1960s, which generated a great demand for personnel, that many employment barriers fell or were lowered. Accordingly, trained personnel of any colour now have greater access to jobs at managerial, supervisory, and technical levels.

The performance of the economy over the last few decades has greatly influenced the supply of skilled manpower. The economic development of the sixties was particularly intense in the new areas of bauxite mining and tourism, and to a lesser degree in construction and manufacturing. This boom period pointed up the severe shortage of skilled manpower at managerial and supervisory levels and many top places were filled by foreigners. But at the same time, many Jamaicans sought training overseas, and along with many others who had left previously, come home in large numbers. At the same time, the University of the West Indies began to offer formal training in areas such as public administration, and, later, business administration, as did the College of Arts, Science and Technology (CAST) in a limited number of specialized areas of business management, namely personnel management, institutional management, and accounting. The great demand also made more employers aware of the need to train management personnel, and many local agencies and firms began to run in-service training programs.

The need for top-level manpower in private and public sectors is now critical, especially since greater efficiency and productivity are central to new economic strategies. Considering that the work force is largely unskilled and untrained, the need is even more evident for managers equipped not only with the necessary technical and professional skills, but also with the ability to motivate workers to greater productivity and to understand the changes in worker/management relations in an era of rapid democratization of the work-place. When rising demands and expectations are combined with rising inflation and declining purchasing power, intelligent and informed management is even more important to ensure harmonious working relationships and increase productivity. There is also a special need today for business and managerial skills in new and specialized areas, such as the growing small business sector and co-operative and community enterprises.

Whereas in the past the accent was on development of natural resources, it is now recognized that human resource development has to take a parallel place, hence the new emphasis on the development of skills. The most critical area is agriculture, in which approximately 30.2 per cent of the labour force is employed but which generated only 7 per cent of the GNP. One reason advanced is the poor educational background of agricultural workers, of whom 99.2 per cent were unskilled and semi-skilled.[2] High level manpower has also been scarce in this sector.

Mining generated 11.1 per cent of the GNP and employed only 1.5 per cent of available manpower. The number of technical and professional workers has been low and the number of unskilled high considering the nature of the industry. The educational sector had 20 per cent of the country's professionals and 30 per cent of its technicians. The distributive trades had 16.2 per cent of the administrative, managerial, and technical staff though only 13 per cent of those categories had adequate academic backgrounds.[3] In terms of total manpower resources two-thirds of the labour force is engaged in low productivity occupations such as small-scale farming. Clearly, these figures make the need to train manpower self-evident and business and management critical.

As expected, many political, economic, and demographic factors have created the environment in which various business and public sector training programs have evolved.

## TRAINING FOR BUSINESS AND INDUSTRIAL ENTERPRISES

Traditionally, as we have seen, Jamaican businesses have been family-owned and operated and sons have tended to succeed their fathers regardless of training or ability. Recently the Jamaican business community has become more aware of the need for trained employees at managerial and other levels.

This recognition is the result of the increased sophistication of business enterprise, the better performance of trained employees, the example set by multinational concerns, and the success of public administration training. It is now understood that experience alone is no longer sufficient for the management of sophisticated businesses. It is also understood that in countries like Jamaica with few resources and narrow margins of prosperity, the need for competent management is even greater than in wealthier countries where, in any case, specific training for junior and senior management is increasingly common.

The earliest recorded reference to business management training in the Caribbean came form a mission of United Kingdom industrialists who visited Jamaica, Trinidad, Barbados, and British Guiana (now Guyana) in 1952 and whose report to the Secretary of State for the Colonies indicated that a very real problem in Caribbean industry was providing men "of first-class quality" for supervisory and management positions.[4] Similar views were expressed in 1953 by a number of prominent businessmen to a colonial official, Mr. Stanley Hammond, when he visited the region to organize the first regional civil service in-service training course.

The report which followed these early exchanges called for co-operation between government and industry[5]. They had needs in common, such as plans then being made by the World Bank for rapid expansion in the production of goods and services which the Bank concluded would make "severe demands" on managerial ability at many levels of business management and public administration. Such a joint approach was later recognized in 1955 in the convening of a conference to consider training in both government and business.

The Department of Extra-Mural Studies of the University of the West Indies has pioneered in-service training of this type. Pressures of training in public administration were greater in the 1950s, but the department failed to anticipate the tremendous need for trained manpower in business and in industry in the early sixties. The College of Arts, Science and Technology now offers some training in business administration and marketing.

A growing number of industrial and commercial concerns operating in Jamaica have developed various levels of training units of their own. Leading the field have been the multinational bauxite and sugar firms, which need a highly skilled labour force to maintain their international competitive edge. Of indigenous Jamaican concern, the largest investment has been by the Jamaica business conglomerate, Industrial Commercial Development Ltd., which established the Institute of Management and Production (IMP) (see below).

The major management training and business education agencies are IMP, the Training Department of the Training and Human Resource Development Department (JIDC), and the Jamaican Institute of Management (JIM). In addition, the University of the West Indies, through its extra-mural classes and intra-murally in the Faculty of Social Sciences, and the College of Arts, Science and Technology (CAST), have offered training in this area, the CAST program being designed primarily for junior and middle management on a part-time day-release or evening basis. In addition a number of in-house training programs have been developed. Certain Jamaican firms have established human resource development units and several have appointed training officers.

## UNIVERSITY OFFERINGS

### Extra-Mural Courses

Since its inception, the Department of Extra-Mural Studies has prided itself on pioneering training and education programs in neglected areas throughout the Caribbean. In such instances, and after sufficient interest has been generated and facilities provided, these programs are then handed over to institutes created to meet identified needs. Business management and public sector training have been excellent examples of this development.

The department worked closely with such employer-oriented bodies as the Jamaica Chamber of Commerce and the Jamaica Employers Federation. The confidence thus built up in the department's work is particularly significant; most participants in these courses were sponsored by business firms rather than independent. More recently, the department has worked closely with the Training Department and the JIDC Productivity Centre.

Most of the department's business training courses have been aimed mainly at the upper middle management. The department has sought to influence able and comparatively young employees who would soon be promoted to top management, seeing this particular group as requiring much assistance, especially since certain reputable agencies in the country were concentrating on other levels.

The business management courses offered by the department in Jamaica have fallen into three groups: general background courses, technical background courses, and skills-upgrading courses. As in public administration, the department offered courses in business management at a time when hardly any other agency did so. However, the resident tutor reported in the late 1960s that there had been a proliferation of agencies offering courses in this area. He added that some agencies offered courses of a high standard, but that in other cases quality was questionable. Businessmen have had to be very discriminating in deciding which course employees should be encouraged to attend. During the seventies the university introduced intra-mural business management courses, for both full-time and part-time students, and extra-mural work was phased out.

## Executive Management Training Program (UWI)

Since 1973 the University's executive training program, offered by its Department of Management Studies in the Faculty of Social Science, has provided continuing education for businessmen. This program has concentrated on training in certain management areas such as marketing and industrial relations. Participants have come from all over the Caribbean.

Most instructors have been trained Caribbean nationals and the material used has been derived mainly from Caribbean areas. There is also an advisory committee on which Caribbean businessmen are now represented.

A previous department head indicated that the program was good for the department, as it enables staff members to be in contact with the business community.[6] This communication certainly assists staff in developing teaching material based on Caribbean resources, although some have objected to the increased teaching load and loss of time from their research and other academic work.

More positively, the program has acquainted businessmen with university staff members and their concerns and in certain cases given them an appetite for further academic training, whicb, regrettably, the University often has been unable to meet. For example, the number admitted to the University's two part-time courses--the certificate and diploma programs--is only a small percentage of the total number of applicants.

The certificate course is at a fairly low level, introducing participants to the basic principles of business management. The diploma program is at a somewhat higher level, occupying a niche between the bachelor's and master's programs. These courses are excellent in concept but there have been many complaints regarding the quality, commitment, and preparations of individual teachers, most of whom are part-time.

## THE JAMAICA INDUSTRIAL DEVELOPMENT CORPORATION TRAINING DEPARTMENT

The JIDC was established by statute in 1952 to stimulate and promote industrial development in Jamaica. In 1958 a Training Department was established, which has undertaken a wide-ranging program aimed at improving the training and skills of management and lower-level personnel in industry. The department operates out of a complex equipped with a full range of teaching aids. Courses are in-plant or for mixed groups drawn from various firms in a designated setting.

### Program

The department's main activities have covered:

- training with industry with emphasis on basic supervisory management: a basic 45-hour course given in-plant or conducted for participants from various firms. Other courses are organized according to the needs of a particular group.
- capsule courses: short courses lasting two to four days and studying specific managerial functions.
- seminars: specialized meetings catering to industrial groups. Seminars have covered telephone communications, work development, customer relations, and industrial worker education. Courses have been offered to all categories of staff from a wide cross-section of industry. They include hotel receptionists, technical assistants, dry-cleaning employees, store clerks, and garment school trainees.
- training program administration: a one-week course designed for people in charge of training programs in companies.
- advisory services in the area of productivity: this is directed to training and deals with behavioural problems which constrain effective interrelationships at the workplace.

The JIDC also undertakes training through four other departments:

- Management and Technical Services: providing training in management services such as marketing, management accounting, production management, and industrial engineering.
- Repair Maintenance Unit: providing training for technicians, maintenance engineers in preventive maintenance, and repair of equipment.
- Tool-Makers Institute: providing a three-year training course in die-making, moulding, and tool design.

- Small Industries Development Division: providing full-range management services training for small entrepreneurs.

The JIDC has its own instructors who have undergone training to develop their knowledge and skills. They are often drawn from the teaching profession, from practicing managers, and from the University of the West Indies. Courses and seminars are advertised and are open to anyone nominated by his organization.

## Impact

When the Training Department was first established, its main objective was to provided training for front-line managers and to make industry aware of the need for training. Later it began to pay more attention to the total human resource needs of industry and to co-ordinate the training activities in that sector.

The JIDC is a government agency in which severe cutbacks have recently been made as a result of the economic crisis; these have introduced new constraints which have adversely affected training programs, particularly in the reduction of training personnel.

Undoubtedly, the Training Department's most significant contribution during the twenty-one years of its existence has been its influence on the industrial sector in accepting training as an integral part of its operation.

## EVENING AND SUMMER PROGRAMS OF THE COLLEGE OF ARTS, SCIENCE AND TECHNOLOGY (CAST)

CAST has grown over the past twenty-one years, has gained recognition throughout the business community, and is heavily relied upon for the wide variety of training programs for business and industrial personnel that it provides. It has been unable, however, to provide adequate training for personnel in such professions as accounting. This is due in part to the fact that the Commerce Department, which provides training in this area, has always had a high staff turnover. CAST also finds it difficult to attract successful professionals to its teaching staff since the pay is extremely low and cannot compete with that offered by private firms with similar programs.

Despite these problems, the department continues to offer part-time (day-release, evening) courses for professionals, middle managers, and junior staff members in accounting (AACA, ICMA, IAS), industrial management, (MWM), chartered secretarial studies and administration (ACIS), marketing (IM), personnel management, supervisory management, senior secretarial studies, and business studies (CAST/OCBS).

## Industrial Management

This course is offered in conjunction with the Institute of Works Managers, an English professional body which provides training in industrial management.

## Chartered Secretarial Studies and Administration: Professional ACIS

This is a four-year evening course in which instruction is given 2 hours per week in four subject areas. The course aims to develop potential administrators in commerce, industry, and the public service. The four subject areas are divided into modules, and run for a full academic year.

## Marketing Certificate and Diploma

This is a three-year program which provides tuition for professional careers in marketing. At the end of the second year, successful students are awarded a qualifying certificate in marketing. The prerequisite for registration is the professional Industrial Management Diploma program.

The other programs listed above qualify students as middle managers. The most important of these is the course in personnel management, which leads to a certificate. It is a two-year evening course "to help students formalise and rationalise experience, and to suggest avenues of new possibilities to persons who already have the necessary personal qualities to engage in a career of personnel work."[7]

CAST, in acknowledging the need for continuing community service, has designed a special summer course program which includes in-service training for teachers and intensive modular courses for business employees. The courses offered by the Computer Centre are especially important, as they offer more sophisticated training to computer systems analysts and auditing staff; those in the computer industry who already have a basic understanding of data processing; middle managers and persons who have attended appreciation courses on the elements of computing; and those who have data processing experience and who intend to be analysts.[8]

## JAMAICAN INSTITUTE OF MANAGEMENT (JIM)

The Jamaican Institute of Management was founded in 1967 for the promotion of better management of Jamaican enterprises. It is an independent, non-profit, non-political organization modeled on the British Institute of Management. Initially, working capital was provided by a number of multinational concerns operating in Jamaica. It seeks to fill important gaps in management education and training. JIM played a part in developing the Department of Management Studies at the University of the West Indies.

JIM's main objectives are to establish and maintain a central institute for persons and organizations concerned with and interested in management; to provide library and documentation services in management principles and practices; to sponsor free exchange of information and maintain contact and co-operation with other institutions having similar interests; and to formulate standards of conduct for members and to encourage appropriate professional attitudes for qualified members.

JIM also maintains a regular course program catering to all levels of management. Courses are offered throughout the year in a range of management skills. These courses are supervised by a Board of Studies consisting of a number of professional managers and co-ordinated by the director of the institute.

The Management Studies Diploma program is the institute's main offering. It is designed mainly for the supervisor who has not been exposed to formal training. The course can be completed in six months, though students are allowed up to two years. Participants are expected to attend the Institute for twelve full days and are given reading assignments. They are also expected to complete a special study of job-related problems under the guidance of a member of the Board of Studies.

JIM also offers a Diploma in Human Resources Development and Counseling. This course covers leadership skills, getting results, concept clarification, and evaluation. It also offers a Customer and Staff Relations Certificate.

JIM sees itself as having a special role to play in assisting the private sector in making a smooth transition to the type of management style required in contemporary Jamaica, especially with the shift to increasing employee participation in decision-making and management. JIM has a full-time director and five full-time staff members, assisted by part-time personnel for both administration and teaching.

## INSTITUTE OF MANAGEMENT AND PRODUCTION (IMP)

### Origins

IMP is now the largest single private-sector training organization in Jamaica. It was established in 1976 as a wholly-owned subsidiary of the Industrial Commercial Development group of companies and evolved out of that group's Human Resource Development Program, which had started in 1971. ICD's training centre started with five in-service courses designed by the American Management Association. These courses were conducted by course leaders from selected senior personnel within the group.

In 1973, a junior staff development program was introduced, as well as adult literacy classes developed with the assistance of JAMAL. Additional courses developed by ICD's training staff for employees at various levels were introduced later. In 1976, it was realized that even this increased level of training activity would not suffice and plans were initiated for the establishment of a full-fledged Institute of Management and Production to provide training and research facilities at all levels and to cover all aspects of business operation.

In January 1977, the Institute began operating in a modern complex, equipped with electronic and audiovisual aids, with a capacity for 100 students. In 1978, the Institute's program and services were opened to the general business community. Its activities are controlled by a board of governors and its administration is under the management of a principal.

### Training Needs Assessment Survey

In mid-1978 IMP conducted a comprehensive training needs survey involving all ICD firms and a number of other Jamaican business enterprises from both public and private sectors. The objectives of the survey were to evaluate IMP's work, to identify business training needs in Jamaica, and to advise on the development of programs to meet these needs.

The survey team recommended that:

- IMP initiate a Counseling and Advisory Service to operate on both individual and organizational levels;
- IMP introduce a basic education program of the company's work force which would relate learning directly to their immediate working environment and therefore there needs;
- IMP conduct management seminars and mini-courses to give participants a thorough understanding of the role of businesses in con-

temporary Jamaican society;

- IMP introduce an MBA program;
- IMP develop its own ICD group-wide security training program;
- IMP encourage all companies to establish a training margin which would enable them to release staff for urgently needed training which the team identified during the survey;
- IMP evaluate its programs;
- IMP transform itself into a national business-training institution.

## Programs

A unique feature of IMP's program is its job-relatedness. That is, its program content is primarily related to problems encountered by participants at their workplaces and is not merely theoretical. It is therefore deliberate IMP policy to cultivate the "business laboratory" orientation of its programs.

All IMP instructors must meet three criteria: they must be employed in the area in which they instruct; they must hold some qualification in their fields; and they must successfully participate in the training program for course leaders offered by IMP. At IMP there is little duplication of resource personnel since most instructors are currently senior employees of ICD or related companies, or from the University, and are not currently instructors in any similar program in Jamaica. Nor does IMP merely duplicate programs of other management-training institutions.

In fact, the training needs of the Jamaican business community are so great that even if all business-training institutions in Jamaica were operating fully they still would not meet the total need.

In 1979, fifty-nine courses were offered in a complete range of business programs including management development, book-keeping, accounting and financial management, sales and marketing, data processing management, supervision, personnel management and industrial relations, secretarial management skills, company law, courses in adult basic education to develop literacy and computation skills among junior personnel, and a special school-leaver's program.

Most courses are available on an open basis and certificates of achievement or participation certificates are offered. Participation certificates are awarded on completion of individual courses to participants who do not meet the examination or other academic requirements but who have attended not less than 75 per cent of the scheduled sessions. Certificates of achievement are awarded to participants who have successfully completed all examination, academic, and attendance requirements of a course.

In 1979, IMP restructured some of its courses to form part of a diploma program. This program has been developed to meet the needs of participants wanting to take courses leading to a prescribed level of of proficiency in a specific area of study.

As of January 1979, participants could enroll in the following diploma programs: advanced managerial--for senior management; principles and practice of supervision--for junior and middle supervisory management personnel; data processing management--for middle and senior management personnel; and personnel management and industrial relations--for personnel managers, industrial relations officers, and senior supervisors.

IMP also provides consultant services, initially on a limited scale, in analysis of training needs, manpower audits, customized training programs, training of trainers, counseling and career guidance services, and business and financial consulting services. Most of the fifty-nine courses offered by IMP were developed by IMP to meet demonstrated needs of the business community. Repeat nominations on this scale suggest that participating firms are satisfied with programs offered.

## Overseas Link

Since ICD's inception there has been a relationship with the American Management Association. As a first step towards eventual international recognition, IMP up to 1979 had made preliminary contacts with forty-five different national and international training and human resource development organizations, mainly in Britain, western Europe, Israel, and North America.

During this time, too, recognizing the need to upgrade some ICD middle-management personnel as quickly as possible, IMP began negotiations with two American universities over offering a jointly sponsored Master's in business management in Jamaica. It was felt that an in-service master's course spread over a 2 1/2-3-year period would be useful and stimulating to trainees as well as benefit ICD. This program would be made available to staff who had first degrees (some in management) but little exposure to certain more functional areas of business management at advanced levels.

The program would follow the selected university's curriculum and degrees would be awarded. In addition, IMP would organize seminars taught by local personnel in appropriate subjects. Such seminars also would be open to participants not interested in or not qualified to pursue the MBA program. IMP has negotiated an arrangement with UWI through which it is possible for IMP students to train for the first part of the bachelor's degree in management studies offered by UWI.

In mid-1978 IMP conducted a comprehensive training needs survey involving a number of other Jamaican business enterprises, all ICD firms, and a few corporations from the public sector. The objectives of the survey were to evaluate IMP's work, to identify business training needs of Jamaican enterprises, and to advise on the development of programs to meet identified needs. This survey sought to transform IMP from an in-house training institution for the ICD group into a national business training institution.

During 1984 IMP moved into new premises which have been specially designed to accommodate this management training institution. Accordingly, the premises are most functional and have modern audio-visual equipment. The pattern of IMP's programming has not changed radically since the late 1970s. However, more emphasis is now being given to customized training programs and special short, mostly one day, programs in limited areas have become very popular. Physically and otherwise IMP has now become closely linked with the computer firm (Computer Processing Ltd.) of the parent company Industrial Commercial Development Limited. Accordingly, many new computer oriented programs of both the "hands-on" and the "appreciation" varieties are now offered. It is understood that plans for the institution of an MBA Programme are still being pursued.

## OTHER PRIVATE INSTITUTIONS

There are several private institutions developing management skills from the junior supervisory level upwards. Some deal with in-house requirements only. Others, such as associations for insurance companies and banks, support training both for the individual agencies and for fulfilling certain aspects of their professional needs on a collective basis. Of the multinational corporations with in-house training programs, the most sophisticated are those in the bauxite sector, notably Alcan's. A number of privately owned institutions offering computer training have now appeared on the scene.

There are a number of institutions of varying quality and scope offering private sector training programs on a fee-paying basis. These include the Institute of Management Studies, the Management Advisory Services Limited, Training and Management Consultants, and the Jamaica Employers Federation. The above agencies have a comparatively restricted program. Both JIM and IMP have had a greater impact, are more professionally run, and offer a consistently higher quality "product."

## IN-HOUSE TRAINING

A growing number of private firms as well as public agencies have been developing training departments within their own institutions. Most have programs tailor-made for their individual needs and also take advantage of study courses offered by the various institutions to supplement internal programs. In-service training varies widely from modest efforts to the larger commitments of certain institutions such as those in the banking and industrial sectors to intensive internal management training programs. A sampling of these programs will be examined below.

## Banking

Some banks operate in-house training programs. Outside personnel are sometimes brought in to handle specific instruction. The Bank of Nova Scotia (Jamaica) Ltd. has its own training centre with a permanent staff of officers and trains employees from new recruits to senior personnel. Personnel are also encouraged and supported in further training at management institutions operating in the country. The central bank, Bank of Jamaica, also operates a training department.

## Tourism

The Ministry of Tourism operates a training facility for a wide range of personnel in the island's tourist industry. Besides hotel management personnel, the department trains other categories of hotel staff, immigration officials, transport personnel, and others in the travel industry.

Until recently, management personnel for the tourist industry had to be trained abroad, but the University of the West Indies has recently instituted a School of Hotel Management. The first year is spent on the Mona (Jamaica) campus and the next two years in the Bahamas in on-the-job training.

The Casa Monte Hotel Training School for some years offered training for middle management personnel in hotels and approximately fifty people graduated each year. However, the school was closed in 1978 because of costs--shameful for a country so dependent on tourism for hard currency. As well, 25,000 jobs (11,500 directly and 13,500 indirectly) were lost.[9]

## Insurance

In the insurance industry, training is to a large extent on a home-study basis, with senior officers in firms serving as tutors. Little training occurs in classrooms. Life insurance personnel begin with a life underwriting training course which runs for two years and relates strictly to the sales aspects of the business. This course is followed by courses leading to Certified Life Underwriter Status (CLU), which is linked to the continuing education section of the University of Toronto. These courses are designed to prepare life insurance personnel with a professional background relating to insurance as a factor in contemporary life. Those aspiring to other (non-sales) positions in the industry also have other specially structured course programs open to them which are part of an international training network in life insurance.

## Accounting

Some accounting firms operate in-house training programs. The most notable one in Jamaica is Price Waterhouse, a professional firm which specializes in management/advisory service. Its program aims to alleviate the shortage of qualified accountants, provide on-the-job training for its employees as well as those in other firms; and provide continuing education for professionals employed by the firm. Prior to 1976 Price Waterhouse employees attended CAST on a day-release basis, but the failure rate was alarmingly high. The firm then decided to initiate its own on-the-job training program. A training manager from Price Waterhouse, London, was imported to start the program. The present training officer is a Jamaican.

Continuing education is provided for qualified employees. They are encouraged to attend special courses and sometimes participate as tutors. Senior employees have the opportunity for further training courses abroad. As a result of improved instruction, the company has experienced a significant increase in the pass rate. All staff members and a limited number from other firms can be trained in-house. The firm's continued success in examination results has motivated other institutions to improve their methods of training by utilizing more up-to-date programs.

## Mining

Of the multinational mining companies operating in Jamaica, Alcan Jamaica Ltd. is outstanding in management education. The company is a large, diversified enterprise including mining, agriculture, production distribution, and research, and managers are prepared in-house and off-island in all divisions of the corporate operation. Management consultants from the Sloan School of Management offer training procedures combined with career counseling and planning processes.

When managers complete training courses, they are asked to analyze their training and submit written reports to the Personnel Office. Such training and its results are used in career counseling and planning exercises carried out by the Personnel Office in co-operation with supervisory personnel. Both short- and long-term career planning is developed for over 300 personnel classified as managers.

Further evidence of this corporation's interest in the development of management training is its Annual Management Seminar and Senior Executive Conference for Caribbean Management Personnel. The Senior Executive Conference is co-sponsored by the Centre d'Etudes Industrielles or Centre of Education in International Management (CEI). Participants in the Senior Executive Conference are selected from the highest policy level executives from industry, government, and international bodies in the Caribbean region. Faculty for the conference is drawn from CEI staff, from major resources in the Caribbean, and from among major figures in the international management community.

Some managers pay their own way while others are sponsored by their corporations. Participants from the public sector whose agencies cannot afford their participation are sponsored by major Jamaican corporations which contribute to a scholarship fund for the purpose.

Overall, Alcan has made a significant contribution to the initiation of management training, to its development in ways appropriate to the needs of the Jamaican management community, and to bringing into management training activities people who might otherwise never have had appropriate exposure.

## TRAINING OF PUBLIC ADMINISTRATORS

### Early Central Government Training

Training of public servants in Jamaica did not begin until the mid-1950s, when the first Regional Civil Service In-Service Training Course was organized. Since the introduction of universal adult suffrage in 1944, the civil service had expanded, but its administrative sophistication had not kept pace. Although there were undoubtedly people of ability in the service, there was little or no systematic training to increase their numbers and provide for the future. The traditional mode of entry into the administrative grade was through promotion from clerical and executive grades. However, the mid-1950s saw the beginning of direct entry into the administrative grades through an administrative cadetship for university graduates. But the numbers entering in this way were very small and it took years for them to acquire the desired expertise and maturity. It was therefore decided that for a number of years the administrative grade would depend on promotion through the traditional routes from clerical grades and technical services. Selective training was thus a pressing necessity.

From 1950 to 1953 the Department of Extra-Mural Studies of the University of the West Indies had a staff tutor who gave a series of courses in public administration. These courses invoked an immediate demand from civil servants for more. One concrete result was that in 1953, at the suggestion of the Civil Service Association, the government of Jamaica requested the Department of Extra-Mural Studies to hold an in-service training course for senior civil servants in order to prepare them for full ministerial (responsible) government, which had been scheduled for that year.

In another important step, the Extra-Mural Department in 1955 convened a Conference on Training in Public and Business Administration. The conference, partly financed by the Carnegie Foundation, had the following aims: to explore the field of training in public, industrial, and commercial administration in the British Caribbean territories; to ascertain what was then being done and what was needed; to recommend to the authorities concerned practical methods of achieving these goals territorially and regionally.

This conference recommended that suitable training be instituted for management personnel throughout the Caribbean. This recommendation led to much training activity in the public sector. In 1960 these training programs were handed over by the Department of Extra-Mural Studies to the Department of Public Administration established that year.

The Extra-Mural Department also conducted courses for local government (parish council) employees in the 1960s. Courses were of three main types: pre-overseas training courses; courses offered by the Ministry of Local Government but examined and certified by the Department of Extra-Mural Studies; courses offered in conjunction with local government organizations. In the 1960s and 1970s a number of developments contributed to the rapid expansion of the public sector and posed serious new challenges to public administrators. Among these were the achievement of political independence in 1962 and the assumption by Jamaica of many functions (such as External Affairs) previously fulfilled by the British government; the expansion in the business and industrial sector, which caused severe competition for the limited available manpower resources, especially in management skills; technological and other developments which required new specialized management skills; and in the 1970s the rapid expansion of the public sector and the demand for business management expertise to take charge of state enterprises.

To meet some of these needs, opportunities for training and education in the public sector also expanded in these two decades. In 1975 the government funded a small project--the Human Resources Development Project, housed in UWI's Extra-Mural Department--to provide training and consultation facilities for those engaged in full-time training or performing change-agent roles within organizations; those training trainers; and those with significant operational roles (administrators, managers, and support persons in the system) within government organizations. The main aim of the projects was to provide facilities and personnel to organize and manage the delivery of training consultant services to individual agencies and organizations.

## Program

The project has designed a number of programs which have sought to satisfy the needs of a society called upon "to accommodate the impact of rapidly changing conditions."[10] These programs include:

Managers and Training Officers Program (MATOP): This program is designed to meet the needs of persons engaged in managerial and/or training activities focusing on the development of the managerial, training, and behavioural skills their jobs demand.

Top Hat Program for Executives: THP trains individuals in top management positions who find themselves in new situations which require adaptation of their management styles to contemporary conditions. Through the experimental learning approach participants are given the opportunity to explore, with their peers, alternative management styles and their effect on the individual and the organization.

Manpower Action Program (MAP): This program, unlike the others, is designed especially for the public sector. In fact, it is run in collaboration with the Manpower Development Division of the Ministry of the Public Service. Since 1976 the staff of both agencies have been engaged in a number of activities. From September 1976 to September 1977 selected personnel from four ministries (Agriculture, Education, Housing, and the Trade Administration) enrolled in management and supervisory courses at HRDP. During that time, too, HRDP worked with the Training Officers Development Programme at the Ministry of the Public Service (MPS). HRDP also had a special orientation program for 200 staff members at the Ministry of Housing.

Unfortunately, in the last few years, the "brain drain" has rapidly accelerated and Jamaica has lost a large proportion of their trained manpower; thus, instead of expanding the cadre of trained personnel, these expanded programs probably barely fill the gaps left by emigrants. Despite this problem, the government continues to make tremendous efforts to initiate and continue training programs for public sector personnel. Some of the programs include: expansion of the number of scholarships available for training public servants both locally and overseas; the offering of courses in public administration and business management at the University of the West Indies; and the establishment of specialist institutions such as the Financial and Accounting and Training College, the Secretarial Training Unit, and the Administrative Staff College.

## Administrative Staff College

The College was established in 1978 and is administered by a principal who chairs an advisory council of twelve which in turn advises the minister of the public service and his permanent secretary on policy matters pertaining to the Institute. In the first annual report on the College's operations. its objectives were identified as follows:

(1) to strengthen and upgrade administrative and management skills at critical career points and to focus on the administrative and managerial capabilities of the individual rather than on training for specific jobs;

(2) to assist experienced individuals to make the tranisition from technical and managerial functions to policy leadership at top level administration;

(3) to stimulate a greater awareness and understanding of changing conditions; namely, social, political, cultural economic and technological, in which the business of government operates.[11]

The College's programs have been geared to provide highly-trained development administrators, especially those who can:

(a) plan, co-ordinate, implement and monitor projects as an integrated process. Hence the development of a "Project Administration Programme."

(b) those who can manage bureaucracies, business, and projects as organizational entities in an efficient and competent manner thereby realising desired production. Hence our "General Management Programme."

(c) the meeting of minds and the exchange of experience between managers, professionals, techocrats and Politicians are important interactions that foster the development of understanding and the solution of problems. This is especially true when expertise are (sic) drawn from both public and private sectors. To these ends. the College maintained an active program of "Seminars and Conferences" which have gained support from all sectors in the society.[12]

Planning of College programs is based upon a desire to cover all professional competencies thought to be essential for public sector managers. In terms of subject-matter, knowledge, skills, public interest values and social behaviour are addressed. Within each of these categories, five components are covered--the political, social, and economic context; quantitative, non-quantitative, and analytical tools; individual group and organizational dynamics; policy analysis; and administrative/management processes.

Besides the normal courses mentioned above, the important feature of the new College has been the successful hosting of seminars to update skills deemed essential for effective government at this time in Jamaican history. The director/principal has stated that it is planned to expand College activities in the following ways:

(a) An increase in the annual number of graduates.

(b) Follow-up attention to specially selected candidates who have performed well on our courses, in order to develop a cadre of trained personnel that can be tapped at short notice.
(c) Increase in the number of short refresher courses for officers already serving at Executive Levels.
(d) Endeavour to maintain frequent contact between the political directorate and senior managers.
(e) To effect continuous research into the needs of the Public Service to facilitate manpower planning.
(f) To provide technical assistance to Ministries and Departments where possible.
(g) To concentrate on some of the management problems of specific sectors (e.g.) Agriculture, Health, Housing.
(h) To step up collaborative efforts with the private sector in the spirit of mixed economic development.[13]

The long-term aims for the college are development of a regional management program, co-ordination of all public sector training, provision of the machinery for continuous monitoring and evaluation of public sector performance and training needs, and international recognition as a focal point for instruction in the management of public enterprise.[14] The scope of the College at present is limited, given the extensive nature public service training needs, particularly at middle and upper management levels.

## Manpower Training Project

One response to that need was the initiation in 1978 of a three-year Manpower Training Project involving the Department of Statistics and the Ministry of Labour, the Ministry of Education, the Ministry of Youth, Sports and Community Development, co-ordinated by the National Planning Agency with technical assistance from US-AID. This project established an integrated manpower development and utilization system which responds to the objectives of development, the goals of planning, and labour market needs.

It was envisioned that this system would include continuous projections of manpower requirements and the development of training programs to meet such requirements as well as inter-agency mechanisms for the flow of information on the availability of employment and job-seekers, and improvements in vocational information and job guidance services. It was intended to prepare a comprehensive manpower development program before the end of the four-year period as the project had been extended for one year, to October 1982.

Following the expiration of the Manpower Training Project a

Population and Manpower Division has been established within the new Planning Institute of Jamaica. This Division is intended to carry on some of the activities initiated by the project. In addition, it is currently engaged in developing a population policy for Jamaica. The Educational and Training Section has also been incorporated into this new entity.

Much pioneering work in development of public administrative and management training programs was undertaken by the Extra-Mural Department of the University of the West Indies. Of course, this Department pioneered many other adult education activities, some of which are discussed in Chapter 8.

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## 8

# FACILITATING CHANGE THROUGH ADULT EDUCATION

## EDUCATION FOR CHANGE

In societies traditionally used to a leisurely rate of progress rapid change often produces much dislocation, not only personal and psychological but also social and institutional. Jamaica over the last few decades has been characterized by such changes. To keep such dislocation to a minimum, adult citizens need to be taught how to initiate, direct, and control change and also how to prepare themselves to accept and adjust to change and its consequences. But aside from preparing them for psychological adjustment, adult education programs must also provide the skills and techniques for better planning and reorientation of the structure of people's lives while encouraging their participation in national goals and programs. Such programs in Jamaica have been primarily those in public health, family planning, consumerism, savings and investment planning, co-operatives, and those that cater to groups with new expectations, such as women. All these special programs will be dealt with in this chapter.

Much attention needs to be directed at the more intangible areas of citizenship education, by which is meant the types of non-partisan political or civic education which will enable the citizen to function as an effective member of the community, alive to the rights and responsibilities of living in a fully independent and democratic country. This type of education must also enlarge the consciousness of Jamaican citizens, particularly enhancing their sensitivity to social and economic injustices, to national cultural forms, and to international perspectives.

# HEALTH EDUCATION

## Introduction

Health education is one of the oldest specialized community education programs in Jamaica. Free health care for all is the present goal. To achieve it, priority is placed on community-based health care, combining preventive and curative services. The community health care centre has become the focus of primary health services. Paramedical staff including midwives, community health aides, public health nurses, and public health inspectors are now in the forefront of health care, supplementing the work of doctors and nurse practitioners. A team approach is fostered; this becomes even more important as Jamaica finds itself with decreasing ratios of health personnel to population each year, as trained health workers continue to emigrate.

Expansion of the community-based program will involve greater initiatives for education of health personnel, as well as greater involvement by and therefore education of the total community. Nutrition and family planning are now regarded as integral parts of the total package and are therefore accorded high priorities. The country's chief health education agency, the Bureau of Health, is expected to play a key role in supporting the new initiatives through public education and training.

## The Bureau of Health Education

Origins: The Bureau of Health Education was established in 1926 by the government of Jamaica under the auspices of the then Central Board of Health. The Board, in co-operation with the Rockefeller Foundation (through its International Health Division), since 1919 had been involved in various aspects of public health work, including the establishment of a school for sanitary inspectors and training of medical personnel in public health, rural sanitation, hookworm control, malarial control, and study of tuberculosis.

The Bureau of Health Education was established to meet the demands from teachers, sanitary inspectors, and the public for more information regarding hygiene and the spread and prevention of disease. This has remained an important aspect of the Bureau's work. The original Bureau initiative was to develop public health consciousness. The Bureau organized lectures and demonstrations, prepared and distributed literature, showed films, and exercised limited supervision over sanitation campaigns. It acted as a clearing-house for the reports of all the co-operative health units on the island. But the Bureau as it was then constituted could not meet the needs for islandwide dissemination of information.

In 1945 a reorganized Bureau of Health Education was set up, although resources were still limited. Many health education problems were identified and objectives established. Technical assistance was obtained from the International Co-operative Administration, which sent a consultant to assist with the program. A plan was then drawn up which emphasized the Bureau's responsibilities for the continuing assessment of health education needs, research into traditional beliefs and superstitions, and program planning and implementation.

Later, the 4-F campaign conducted by Jamaica Welfare Ltd. between 1945 and 1951 and the Better Homes campaign which succeeded it were incorporated into the Bureau of Health's Education program and helped provide a body of knowledge and experience on which a Jamaican health education program could be built.

## Programs

The main Bureau programs have been in family planning and family life education, disease prevention, nutrition, child care, and training of health care personnel. The programs occur primarily in the clinical setting, through schools, community groups, and mass media. The emphasis is on an integrated health education program.

In-school programs are aimed at explaining interpersonal relationships, human sexuality, conception and contraception, responsible parenthood, and some aspects of child care. Nutrition, the signs, symptoms, and prevention of social diseases, accident prevention, and first aid are also included in the school programs.

Community programs are directed at out-of-school youth groups and adults and incorporate the pre-service and in-service programs for health personnel working in clinics and in the field, and also for social welfare and voluntary groups working in communities throughout Jamaica. For out-of-school youth groups, topics such as adolescent concerns and problem-solving, choosing life-styles and decision-making, recreation and the constructive use of leisure time, are included.

Adults are reached through the churches, civic and community groups, at the workplace, and as individuals. They are guided in the use of maternal and child care clinics, in nutrition, and in money management. There are programs aimed at giving adults a better understanding of their adolescent children, discussing the physical and emotional changes of adolescence and how parents can cope with problems that arise. Family planning is also stressed in adult groups, as well as the signs and symptoms of social disease.

Over the years, there have been specific public education programs aimed at teaching preventative measures against contagious diseases. These programs have contributed significantly to the almost complete eradication of such diseases as typhoid and malaria, and to the control of venereal diseases. Indeed, the fact that Jamaica is today free of many endemic "tropical diseases" is largely due to the educational efforts of the Bureau in conjunction with relevant public health authorities.

Direct contact with groups and individuals through clinics and school and community organizations is effected by dissemination of scientific and technical information to the public, by films available to groups and communities, and through the public library service and the mass media.

Through its communications section, the Bureau prepares and pretests materials for health education at all levels, produces and distributes this material, and mounts public education campaigns.

## SPECIFIC HEALTH EDUCATION PROGRAMS

### Nutrition Education

The Nutrition Education program is a major component in current health care initiatives. The Bureau of Health Education aims to motivate the public towards adoption of correct nutritional practices in order to reduce malnutrition among children from birth to five years; to reduce anemia among pregnant and nursing women; and to promote greater use of family planning and mother and child health services. The program has five basic messages: pregnant women should eat the right kinds of food; babies should be breastfed; babies should be weaned onto nutritious foods; family planning is a means to a healthier family; and the use of mother and child health services will promote family health.

There is ongoing nutrition education in clinics and health centres island-wide. An important aspect of this program has been the effort to reach the community through such groups as the National Consumers' League, the Child Care Officers, JAMAL, library services, churches, the 4-H clubs, trade unions, the Ministry of Education. The mass media have also been widely used, including the use of billboards and posters showing the basic slogans of the campaign.

### Family Planning

Three agencies are involved in family planning: the Bureau of Health Education, which administers the family education programs; the National Family Planning Board, which administers all other aspects of family planning at a national level; the Jamaica Family Planning Association, a private organization which supplements the Board's work and also implements its own family planning program.

## Jamaica Family Planning Association

Family planning services in Jamaica were pioneered by the Jamaica Family Planning League in 1936. At the same time, Dr. Beth Jacobs and Dr. Lenworth Jacobs were doing family planning work at their own clinic. The Jamaica Family Planning Association (JFPA), formed later, amalgamated these two efforts.

The Association undertook both educational and clinical programs on family planning and family life education and offered free advice and contraceptive devices at low cost at a Kingston clinic. In May 1960 the Association launched a mobile unit for use throughout the country. From this unit, literature was distributed, educational films were shown, and clinical services were available. Although this program has necessarily been small because of budgetary constraints, it paved the way for the national family planning program started in the 1960s.

Over the years, the JFPA has shifted its emphasis, and now takes family planning to the people who need the services rather than waiting for would-be clients. It has introduced a motivation and education program for planned parenthood based on "Encouragement Visitors," who have become established in every parish, working on a person-to-person basis. Their work is supported by the Association's education programs.

Encouragement Visitors are chosen from the communities, selected for their integrity, willingness to work as part of a team, personal enthusiasm for what family planning has done for them, and ability to communicate this enthusiasm. Their purpose is to encourage those who have accepted family planning to persevere, listen to and record objections, and to revisit those who remain resistant to the program. Follow-up visits for drop-outs are also done.

During the first year of the program, 1966, field information was processed and assessed and general objections to the program noted and classified. These were in the areas of religion, health, superstition, race relations, and objection from males.

The Association has also done special work with men as a group in its Pathfinder Project, aimed at countering resistance and changing male attitudes to contraception; this is another example of one-to-one contact which is being made. The project is aimed at bringing home to the Jamaican male his responsibility to his female partner and his children and his responsibility as an individual in his community. The Association has spearheaded an education program which seeks to make him aware of the need for changes in his attitude towards women and sex, and bring him up-to-date on contraception methods available, including vasectomy. The Association, although operating independently, co-operates with the Jamaica National Family Planning Board.

## National Family Planning Board

Since the 1960s, the Jamaican government has been committed to family planning programs, recognizing the fact that the rate of population growth was a serious deterrent to social and economic progress. The government first began to develop its own family planning program as a unit in Victoria Jubilee Hospital, which has the island's largest maternity unit. In 1967 the National Family Planning Board was officially appointed. Legal responsibility for national family planning has since been vested in this body, which in 1970 became a statutory body under the National Family Planning Board Act.

In 1967, when the Board was established, the birth rate was 34.2 per thousand. It dropped to 30.1 in 1975 and was 28.9 in 1977, achievements which must in large measure be attributed to the Board's education programs. Although most observers see the Board's goal of a rate of 25 per thousand by 1980 as overly optimistic, current projections are that the achievement of this rate by 1983 is realistic if the program maintains its current impact.[1]

Despite the above projections the Board has recently announced that the figure for 1983 was 27.0 per thousand. The figure for 1984 is not yet available.

The Board seeks to:

> encourage appropriate education concerning responsible parenthood and make available to persons who so desire the means of achieving it; to make use, wherever needed and appropriate, of adequately trained personnel and auxiliary health personnel, rural extension and home economics and social workers and non-government channels to help provide family planning services and to advise users on contraceptives; to increase the health manpower and facilities to the level of effectiveness, redistribute functions among the different levels of professionals and auxiliaries in order to overcome the shortage of qualified personnel and establish an effective system of supervision in the health and planning services.[2]

These were the recommendations of the World Population Plan of Action adopted by the Board.

A strong educational and motivational campaign was mounted by the NFPB which recruited and trained a number of family planning education officers in collaboration with the Bureau of Health Education. At the same time, a mass media promotional and advertising campaign was launched in 1969, using press, radio television, posters, and billboards, all aimed at the widest possible audience.

The first mass media program's slogan was "Plan Your Family--Better Your Life," and emphasized the medical, social, and economic issues. The next stage followed an evaluation of this campaign and was a public education program set within the general framework of family life education program, with the theme, "Have a Heart." An assessment of public response to this program showed how the style and content of these messages met the criticism normally expected in a society in which a substantial percentage of the population is attached to a church or sect.

A refinement of the public education program has been provision of a telephone and mail answering service, linked to a five-minute radio program, following which there are often numerous requests for more information, often of a sensitive and personal nature. At the same time a statistical system had been designed to monitor activities at clinics and provide data to help evaluate the program. The commercial marketing program undertaken for the Board has reached people besides those who would normally have used the services of the family planning clinics, and it has widened the availability of contraceptives far beyond traditional commercial outlets, which are mainly pharmacies and clinics.

Training of Family Planning Personnel: With the integration of the family planning program into the Maternal and Child Care Program of the Ministry of Health in 1975, training and staff development in the Board was integrated with the Bureau of Health Education; training of family planning personnel is therefore included in the next section.

## Training of Health Educators

Health education services are supported by professional and auxiliary workers in government and non-government agencies, and health educators, particularly those who work in communities, are involved in the whole process of feedback of information. They pre-test materials, conduct interviews, and collect data for national and local surveys and therefore need to be sensitive to local traditions, misunderstandings, and incidents that could affect the tone and effectiveness of the health education program.

In the period under study there has been a change in the method of teaching and presenting information. Whereas in the early 1950s the Bureau of Health Education depended on its own staff of health education officers to give lectures, in the last ten to fifteen years the methods of teaching have become more specialized. The Bureau's staff now works in collaboration with other health personnel in the field and so education has become an integral part of the function of every health worker. The Bureau also trains field workers of other agencies operating in various communities. The health education services are supported by dissemination of scientific and technical information by films and through the library service, and, perhaps greatest in impact, through the mass media.

In-Service Training for Health Education Officers: The Bureau requires its technical staff to have suitable academic and professional qualifications but it has been difficult to recruit and train such staff. The Bureau therefore conducts in-service training for health personnel and field workers of their agencies--teachers, community development officers, probation officers. Health education officers are expected to develop a scientific approach in carrying in out their duties. Their in-service training involves guidance in identification of community problems, questionnaire designing, program planning, and implementation and documentation of projects. Officers also benefit from workshops and seminars on nutrition, veterinary public health, human relations, and Hansen's disease, among other topics.

Community Training Program: The Bureau conducts in-service training for health personnel and field workers of other agencies operating in the communities, which deal with the purposes, methods, and techniques of health education. At the parish level, programs offered health educators employed by the Bureau include training for community health aides. This program provides clinics with the necessary skills to communicate health information and to equip them with suitable techniques of motivation. The Bureau also operates a training program for school teachers, which began in 1947.

Family Planning: Activities specifically aimed at supporting the integrated approach to family planning and population control are included in pre-service training for health education workers referred to above. The objective of this program is to improve personnel with the knowledge, attitudes, and skills that will enable them to provide effective family planning services. These activities are directly related to the work of the operating agencies, which include personnel from the Ministry of Health and the Ministry of Education. Officers of both these ministries as well as agricultural extension officers and social welfare officers make up the majority of trainees. Although the courses have a familiar core content, they have been adapted to suit the needs of a particular parish and structured to meet the needs of a particular group.

Health care workers who have been trained include community health aides and those who train them, dental health staff, dispensary nurses, district midwives, public health nurses, public health inspectors, medical students, school nurses, the staff of the Aedes Aegypti Eradication Program, hospital staff, and members of the advanced nursing diploma group. Welfare service workers include youth club members, probation officers, SDC village instructors, voluntary social workers, and welfare officers. Other groups trained are trade union workers, church group workers, domestic science and home economics teacher-trainers, industrial workers and students from the Jamaica School of Agriculture and literacy classes.

Commercial Distribution Program: Training programs at the National Family Planning Board have also included those concerned with the and distribution of contraceptives through commercial channels. Salesmen and retailers have been introduced to human reproduction and contraceptive methods. The program was developed to make them more aware of the existing family planning program, strengthen the concept and rationale for family planning, and identify the locations of the health clinics at which family planning services are available.

# AGRICULTURAL EDUCATION

## Background and Origins

Although over the last few decades the Jamaican economy has diversified with the emergence of large manufacturing, mining, and commercial sectors, with accompanying yet increasing urbanization, the rural, agricultural component still dominates. Although the relative contribution of agriculture to the economy has been declining, the value of agricultural production is still significant and agriculture remains a way of life for a large percentage of the Jamaican people. The agricultural sector is still the largest employer of labour, with 43.6 per cent of the male labour force. In all, 60.0 per cent of the Jamaican population is rural.

For the purposes of this study, certain characteristics of rural life need to be noted, particularly the pattern of land use which has developed. Until emancipation of the slaves in 1838, Jamaican life was dominated by plantation agriculture, with sugar the dominant crop. When freedom came most slaves left the plantation and secured small plots of land for themselves, mainly in the interior mountain areas which were not taken up by sugar. They settled down to small-scale peasant agriculture, forming what is today still regarded as the backbone of Jamaican society. Although modifications have taken place since emancipation, the two dominant modes of agricultural production are still plantation and peasant agriculture.

Although a number of efforts are being made to change the patterns of land ownership and use, such as greater public ownership of land and development of large co-operative farms, so far they have not significantly altered basic structures. Since emancipation, peasant agriculture has been a significant contributor to the gross national product and to export agriculture, and even recently small farmers produce as much as large ones. Farms with fewer than 25 acres occupy about 27 per cent of agricultural land and produce about half the total agricultural product.[3] A great many small farms are considerably less than 25 acres--roughly 64 per cent are under one acre.[4] The distribution of agricultural land can be seen from Table 15.

Other factors also place small farmers in an adverse economic situation. Their farms occupy the worst land, especially on precipitous hillsides, since the fertile alluvial valleys traditionally have been used for plantation crops such as sugar. The average farmer's land is therefore usually inadequate for more than subsistence living even under the most intensive methods of agriculture. The reverse is more likely to be the case, since most small farmers use traditional methods of farming and are conservative in outlook. Small farms in Jamaica differ radically from large ones in levels of technology, labour employed, cultural methods, and the aspirations and outlook of the farmers. All these factors have contributed to a drift away from the land and the disinclination of young people to choose agriculture as a location. They also present serious challenges for any program aimed at educating and training farmers.

## TABLE 15

## SIZE OF FARMS AS A PERCENTAGE OF TOTAL ACREAGE (1968)

| Size of farms | % |
|---|---|
| 0 - 5 acres | 14.9 |
| 5 - 25 acres | 22.1 |
| 25 - 100 acres | 8.3 |
| 100 - 500 acres | 9.8 |
| 500 and over | 44.9 |
| Total | 100.0 |

Source: Five Year Development Plan, 1978-82, p. xi.

Various governments have recognized that modernization of the agricultural sector and the upgrading of rural life are critical elements in development. These factors are being built into a strategy for the national economy, since increased agricultural production is now regarded as the primary means of providing national self-sufficiency in food and vital foreign exchange in the growth of export crops. As will be seen in the discussion of agencies such as Jamaica Welfare and the Social Development Commission, significant efforts have in the past been directed at rural dwellers. This section will look at agricultural education according to the types of educational programs being offered to adults.

### Origins of Agricultural Education

The first efforts at agricultural education in Jamaica were made through the elementary school system in the nineteenth century. With plantation slavery, the skills required by sugar cane culture and production had always been passed down by direct tutorship to a small elite. Slaves were allowed to cultivate small plots of lands to feed themselves and it was African agricultural techniques that they remembered, practiced, and transmitted, with virtually no other influences, until the late nineteenth century. Formation of the Jamaica Agricultural Society in 1895 was one step in modernization. In the early 1900s, the Jamaica School of Agriculture was established and began the first serious effort to offer formal technical training in agriculture. Its diploma program emaphasized applied sciences and farm practices and provided training in technical agriculture. Graduates of this school and of the Imperial College of Tropical Agriculture (ICTA), established in 1922 in Trinidad, were the first trained agricultural specialists in the Caribbean. In the 1930s, the government of Jamaica also founded three vocational agricultural schools for boys, called Practical Training Centres. These provided trained headmen on large farms and technical support staff for agricultural extension services. However, two of the three subsequently became other types of schools leading to a decline of trained manpower.

## Agricultural Education Today

Non-formal agricultural education in provided through the 4-H clubs, the Jamaica Agricultural Society, the Extension Service of the Ministry of Agriculture and Youth and Community Training Centres. The programs which have catered to youths, namely the 4-H clubs and the Heart Academies, were discussed in Chapter 2, but it is worth repeating that when the Heart Academies were first established as youth camps, agriculture was their major activity. Although the YCTC which succeeded them offer a much more diversified program, agriculture is again becoming a central part of the vocational program of the Heart Trust.

### Jamaica Agricultural Society

The Jamaica Agricultural Society, as mentioned was formed in 1895 and for a long time it remained the principal agency for dissemination of information on agriculture and for the education and training of farmers. It operates on an annual government subsidy, as well as its own funds, and is directed by a board of management.

Membership is open to all and available in various categories. Most of the membership is grouped in parish branches, united to form an Association of Branch Societies. The Society has a head office in Kingston and sub-branches throughout the island. A monthly journal, The Farmer (circulation approximately 12,000), and a sales department are maintained. The JAS has also published a number of comprehesive farmers' manuals and handbooks especially written for Jamaica.

From its inception up to 1951, the JAS was the sole agricultural extension agency in the country. Between 1951 and 1962, it was part of the government's co-ordinated extension services and its extension staff joined the Ministry of Agriculture. JAS officers are now responsible for organizational work.

Although the JAS is still important for agricultural education and information, its effectiveness has been reduced over the past ten to fifteen years. In the late sixties, the land authorities became the main source of government information, advice and assistance for the grassroots farmer.

Staff training: JAS field officers (branch organizers and project officers) first take a three-month pre-service training program. Periodically, staff are offered travel scholarships to attend agricultural extension conferences abroad. Short-term extension courses and seminars have also been offered by the Extra-Mural Department of the University of the West Indies.

## AGRICULTURAL EXTENSION SERVICES (MINISTRY OF AGRICULTURE)

### Origins

All agricultural extension work was performed by the Jamaica Agricultural Society until 1951, when it was transferred to the Ministry of Agriculture. The Division of Agricultural Extension Services was reorganized in 1964, 1969, 1972, and 1977.

### Objectives

The Extension Services aim to: educate farmers in the most effective methods of agricultural production; improve the quality of life in rural Jamaica, in conjunction with other agencies; and mobilize farmers to meet government production targets for domestic and export trade.

### Program

The Extension Services Division trains farmers and extension staff. Services provided include residential courses; on the farm one-day training (demonstrations on holdings); tour for farmers to places of common interests; visits of extension officers to farmers' holdings; agricultural shows; and provision of simple literature furnishing information based on results of research. Each service is planned to fit in with development plans for the respective communities and deals with livestock, crops, farm management, and home economics.

Farmers' Training Centres: There are two permanent and three temporary Farmers' Training Centres. These supplement on-the-farm and in-the-home training. An interesting feature of the residential courses is that farmers are encouraged to take their wives with them to be trained in home economics. This latter program aims at improved nutrition for the farm family and increased family income through use of local materials. It includes meal preparation, making wines and liqueurs, pickling and preserving fruit and vegetables, and handicrafts. Farmers' wives are also trained in poultry-rearing, since this is the wife's responsibility on many farms. Experience has also shown that the wives can help to motivate farmers to accept training in better farm management. In 1976 it was estimated that the extension services have a potential of half a million farm visits, 1,500 demonstrations, and 5,000 field trips per annum, informing over 50,000 farmers.

In 1977 the Ministry of Agriculture was reorganized to provide better services to the farming community. In the decentralization of the Ministry, the island was subdivided into 401 extension areas. With the full complement of extension officers proposed, this represents a ratio of one officer to 500 farmers. However, there has been a problem of finding suitably qualified staff and up to 1977-8 only 300 had been recruited.[5] Under the present Government "Extension" has fallen somewhat into disrepute as it is maintained in that the Extension Service of the Ministry of Agriculture has not performed as efficiently as it should.

Forestry education: Although not technically part of agricultural extension services, the Forestry Department of the Ministry of Agriculture also has a program of forestry education designed to produce foresters, wardens, and formal extension agents for work in soil conservation, saw milling, logging, land use, and mapping. The practical aspects of the various courses are carried out in association with the training centres.

## Jamaica School of Agriculture Evening Division

The JSA, formerly the major post-secondary institution for agricultural education in Jamaica, started an evening division in 1975. Initially, these courses were given by the Department of Agronomy and covered plant propagation, vegetable production, backyard gardening, container gardening, and the efficient use of fertilizers.

## Staff Training

Extension officers have the urgent job of implementing government schemes to increase agriculture production. They are trained in agriculture or home economics and rural sociology. Training is divided into pre-service training, induction training, in-service training, graduate training, and short courses. Pre-service training was incorporated into the curriculum of the Jamaica School of Agriculture (extension methods course). Induction training for all recruits to the service is done through lectures, discussions, workshops, and tours, and is intended to inform recruits about government policies and methods.

In-service training keeps the staff abreast of new discoveries and techniques. Graduate training in extension methods and education is encouraged, candidates being selected from the professional staff for one-year fellowships at overseas institutions.

Animal health assistants: Technical training in veterinary medicine was introduced in the Caribbean in 1974. A ten-month crash course was mounted by the Ministry of Agriculture's Veterinary Division in association with the Pan-American Health Organization to produce animal health assistants. The Regional Training Centre established in Guyana in 1975 offers a two-year program in animal health.

National Youth Service Workers: A one-week induction training course is held for National Youth Service workers followed by a number of one-day and week-end in-service training sessions.

## AGRICULTURAL INFORMATION SERVICE

The AIS was organized in 1963 to serve the farming community. It is a service organization divided into three sections: Publications, Audio-visuals and Training, and Mass Media. The AIS works with other government and private organizations.

## CONSUMER EDUCATION

With the vast array of products and marketing strategies now available, educating the consumer becomes vital. In developing countries like Jamaica, the need for consumer education is even more critical because high pressure advertising techniques co-exist with low incomes; surplus and scarcity are side by side and create aspirations that are easily exploited. The consumer needs, too, to be educated to choose between foreign-made and local products; at the moment the "foreign" is usually regarded as more desirable. Yet national economic strategies must foster local productivity. Efforts to educate in the fundamentals of consumerism are very recent and still minimal in their reach and impact. Consumer education is undertaken by two main agencies, the Consumer Affairs Division of the Ministry of Industry and Commerce and the National Consumers' League, a private organization.

## Consumer Affairs Division of the Ministry of Industry and Commerce

This division was established in the 1970s to co-ordinate consumer protection and education. It operates mainly in collaboration with other government agencies and with voluntary bodies such as the National Consumers' League. Out of the need to conserve foreign exchange, the Division developed programs to change consumption patterns. The main emphasis has been to persuade people to accept local goods, especially food and other agricultural products, which will lessen traditional demands for imports. The program also tries to help the populace to cope with the high cost of living and frequent shortages by minimizing waste through recycling and by learning to use substitutes. The Consumer Education Program involves the Nutrition section of the Bureau of Health Education, the Agricultural Marketing Corporation, the Bureau of Standards, and the Scientific Research Council, among other agencies. It operates mainly through radio, television, and the newspapers.

## National Consumers' League

The League established in 1966 as an independent non-political voluntary organization of consumers. It is a lobby and forum for discussion of all kinds of problems affecting consumers, collects information, arranges talks, broadcasts, and seminars on relevant topics, and encourages and assists in formation of new consumer associations. It works closely with relevant price sector organizations and government agencies, making regular prices surveys and monitoring many public services.

The League publishes a quarterly magazine, *Value*, which keeps members up-to-date on its activities, and occasionally publishes educational literature. The high point of its activities is Consumers' Week, an educational and promotional exercise held every year in October. The League is affiliated with the Caribbean Consumers' Union and the International Organization of Consumers' Union.

MONEY MANAGEMENT EDUCATION

## The National Savings Committee

The National Savings Committee, which is the organization centre of the National Savings Movement, was formed in response to the need to increase the level and flow of national savings, with the intent of promoting economic independence through locally generated finance. Members of the NSC work with a voluntary corps of savings co-ordinators from all sections of the society. The committee formulates and undertakes promotion and research programs aimed at stimulating and improving savings attitudes and practices in the community.

## The National Savings Movement

Public education is the main means by which the National Savings Movement changes public attitudes to savings. The program encourages consumers in control of their financial resources, using discussions, film shows, and exhibitions.

Since 1974 the movement has concentrated its promotion activities on Money Management Week, which is aimed at heightening consciousness about the importance of savings and money management practices among middle and lower income groups. Major emphasis has been on teaching people to budget, in the hope that once individuals practice regular budgeting they will be better able to organize their money and save.

Whereas in former years the program was directed towards efficient resource management in the household - economizing on food, clothing, transportation, household fuel, and minor home maintenance - the movement recently has emphasized saving through conservation, for example, of electricity, water, and public buildings. One major objective of the education program is to increase the number of people with savings accounts in established institutions and to increase the size of existing accounts.

The savings co-ordinators are organized into Parish Savings Coordinating Committees, with members of various socio-economic and professional groups. There are teachers, health service workers, housewives, workers in agriculture and the public service, employees of financial institutions, market vendors, farmers, youth club members and small business people. These committees plan and carry out programs to spread information and get opinions on issues related to savings mobilization.

Savings club supervisors are teachers who teach savings education in hundreds of schools and also conduct rudimentary savings education for young people. The School Savings Program fosters and develops the practice of savings at an early age and supplements this practical approach with regular theoretical instruction on savings and related matters. Savings clubs are established in most primary, all-age and new secondary schools and literature for various grades of students has been specially developed. Like JAMAL the NSC strategy relies on volunteers.

## Training for Public Relations and Development Officers

Officers are trained by other officers of the Movement and representatives of the leadership of the co-ordinating committees. Co-ordinators themselves participate in training sessions related especially to the operation of the Schools Savings Programs. Shortage of manpower has continued to affect this program, and seminars aim to improve their efficiency. These "pocket seminars," which are held throughout the year, bring together representatives of the schools in specific localities for training in the operation of the schools program and for discussion of common problems.

Regional training sessions are carried out as well as special training sessions relating to money management for all committees. Seminars have helped the public relations and development officers understand their roles and define basic approaches to executing a project. There were specific training inputs for the annual conference of savings co-ordinators for 1977-8. Work with these officers largely has been in the area of project identification, planning, and implementation and in the recruitment of volunteers.

## CO-OPERATIVE EDUCATION

Co-operatives are not new to Jamaica. Large-scale co-operatives began in the 1920s and the co-operative movement gained some impetus in the 1940s and 1950s through Jamaica Welfare Limited (see Chapter 7). However, although individual co-operatives have succeeded, the system has had little national impact so far. Now, with the government's commitment to democratize the structure of ownership and control, the co-operative is seen as one of the principal means of development.

Jamaica, like most other countries, has had its pattern of indigenous co-operative self-help practices. Jamaicans have worked together as "morning matches," "day-by-day," and "partners." People have worked together to build houses, churches, and community centres from such efforts. Co-operatives exist among specialized farming interests such as cocoa, coffee, and potato growers, fishermen, and in housing, credit unions, and retailing and crafts. There are plans to expand and strengthen existing efforts and institute co-operatives in other areas.

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The Co-operative Department is the body officially responsible for the constitution, registration, and control of co-operatives. Unlike other countries where the co-operative movement is responsible for its own educational programs, in Jamaica these programs are shared among a variety of agencies, with a strong government share. These include the Co-operative Department (government); the Social Action Centre of St. George's Extension College (Catholic); the Jamaica Agricultural Society (quasi-government); the All-Island Banana Growers' Association; the Co-operative Development Centre (government); and individual co-operative societies.

Federal or secondary societies such as Jamaica Co-op Credit Union League Ltd. and the Jamaica Co-op Union Ltd. also carry out educational programs among their member bodies. A few societies also organize programs and classes to train employees; for instance, the Jamaica Co-op Credit Union League has organized accounting classes for treasurers and accounting clerks in credit unions. The Jamaica Agricultural Society has educational program for secretaries and officers of coffee co-operative societies. The All-Island Banana Growers' Association has courses for officers and management personnel, and in-service training for AIBGA staffers in the field, as stated in a recent account:

> In 1950 the Co-operative Societies Law was passed, new amended and referred to as the Co-operative Societies Act. This Act covers all types of co-operative societies and was based on the model used by the British in India. the Act provided for the registration, inspection and supervision, arbitration, audit and liquidation of co-operative societies. The Co-operative Societies Regulations were also made in 1959. To give effect to the Act, a Co-operative Department was created by Government also in 1950.[6]

The previous PNP government of Jamaica placed great emphasis on co-operative development as a means of improving the economic, social, and cultural life. In 1974 there was the first experiment in PNP's new land reform system. Three sugar workers' co-operatives were established on sugar cane lands purchased by the government from the West Indies Sugar Company Ltd. Between 1975 and 1977 twenty-two more farms were organized as co-operatives. At the peak there were twenty-three such primary sugar workers' co-operatives, three secondary and one central body established on the three sugar estates of Bernard Lodge, Monymusk, and Frome. The Frome Monymusk Land Company, the Social Action Centre, and the Government Co-operative Department all played important roles in setting up these co-operatives.

These co-operatives sought social revolution by reversing the historical relationship in the plantation system where workers were slaves with no rights to the situation where workers are also owners, a transformation which co-operative participant members never quite grasped, as exemplified by the ludicrous situation of them "going on strike" and on occasion demanding that their share of investment in the co-operatives be returned. This reaction caused the present government to cancel the sugar workers co-operatives and return the land to government ownership.

## Co-operative Development Centre

Co-operative education is now undertaken primarily by the Co-operative Development Centre (CDC), established in 1974, which helps co-ordinate these efforts. Prior to its establishment there was no planned educational program for co-operatives, a principal factor retarding growth of the movement. Since its establishment, the CDC has been working with ten registered co-operatives, seventeen pre-co-operatives, which involves land-lease and pioneer farms. In addition, the CDC gives assistance and training to the Banana Board, Ministry of Health, Institute of Craft, Women's Bureau, Social Development Commission, Jamaica Consumer Co-operative Society, and Credit Union League in the formation of shopkeeper co-operatives.

## Programs

The CDC plans and implements training programs for registered co-operatives and pre-co-operatives aimed at rank and file members, committee members, and staff members; training for its own staff; training for staff of the Co-operative Department of the Ministry of Agriculture; and co-operative training for other organizations. Programs for Co-ops centred on principles and practices of co-operatives and co-operative management and administration. Special programs have been designed for sugar workers' co-operative and pioneer farms.

Development of new co-operatives: The CDC assists in the formation of new co-operatives. Most requests to form co-operatives result in formation of pre-co-operatives, the apprenticeship or non-legal phase of an enterprise that could eventually be registered as a primary co- operative. The CDC on receiving a request first determines whether the business has the potential to become viable.

The CDC conducts adult education programs throughout all phases of forming a new co-operative. Education in the pre-co-operative phase focused on the meaning and principles of co-operatives and the rules under which they will be governed. Business training is also given to boards of directors and committees of management. Members are also taught how to conduct meetings, simple parliamentary procedure, and basic management principles.

If a group is allowed to form a co-op, the learning period for registration as a full co-operative can run from eighteen months to two years. The identification of a pre-co-operative stage is a new development in co-operative organization in Jamaica because from past experience it was seen that many people rushed into legal co-operative status without proper education. The pre-co-operative stage gives each co-operative a proper foundation for efficient functioning when it attains full-fledged legal status. When a society reaches a stage of registration, education continues. In many cases, learning is by doing. For instance, if a society is in marketing, members have to be taught simple economics.

The CDC has held classes for co-operatives in functions of a board of directors, functions of a manager, how to conduct a meeting, how to write proper minutes, simple parliamentary procedures, bookkeeping and accounting, and a variety of topics related to co-operatives.

Co-operative management: It concerns helping existing co-operatives develop forward planning and collective participation. Recently a college was established to provide training in the various functions of co-operatives.

Social Action Centre: This centre was established in 1958 following the successful pioneering work done by a few enterprising and enthusiastic Jesuit priests from Canada. Inspired by the Antigonish' achievement and seeing the need for similar action in Jamaica, the Jesuits began to stimulate interest in co- operatives. They began by give frequent lectures on the the Rochdale principles.[8] The Rochdale Equitable Pioneers was the first modern co-operative, established by a group of twenty-eight artisans in Rochdale, England, in 1844. The Young Men's Sodality responded and the Jesuits' early efforts were rewarded in 1958 by establishment of St. George's College Extension School Co-operative Department--the Social Action Centre.

A large old residence on nine acres of land in northern Kingston was acquired to house the Centre. Its facilities were expanded in 1965 to include two new buildings providing a dormitory for twenty-eight students, offices, library, large lecture hall, dining area, and kitchen. SAC aims primarily to promote community development in Jamaica through self-help programs. SAC also aims to educate Jamaicans in the causes of social and economic imbalances; motivate leaders to assist in community development through mutual co-operation and self-help programs; and stimulate interdenominational church efforts to remedy social iniquities. Some of its most successful activities include a twelve-week social leadership course which exposes participants to a greater awareness of the economic and social problems in Jamaica and also involves them in finding solutions for some community problems; a family counseling centre, which serves the poor through positive education and enccuragement of more stable family relationships; a Cursillo program - an intensive three-day course in group dynamics which focuses on development of a Christian social conscience (especially designed for Roman Catholic youths). A similar Cursillo program is also conducted regularly at the centre for youths of other faiths. Follow-up programs are summer work camps conducted in rural areas which help develop co-operation through self-help projects.

SAC is more than an adult training centre. During the initial period it concentrated on promoting credit unions and co-operatives. These were later expanded to include closer co-operation with the

Jamaican Council of Churches, the launching of a large community development program on the sugar estates, and formation of a large small farmers' co-operative in Portland. The centre, recognizing the great need for lower income houses in Jamaica, in conjunction with the government also launched co-operative housing schemes. The Jesuit who initiated the scheme is now a consultant on co-operative housing to the Ministry of Housing.

## Impact

It has now become clear that the most important factor in the success and expansion of the co-operative movement is education of rank-and-file members and managers. The problem is particularly critical in a place like Jamaica where most members have little education. Co-operative education must be at a level that people can understand and they must also be urged to increase their basic knowledge. The co-operatives also need technical assistance that will ensure their success. This is now being provided in a limited way; for instance farmers in the Christiana Co-op where Irish potatoes are grown as part of their co-operative education are given practical lessons in potato culture. Agricultural co-ops are assisted in these technical areas by various extension agencies. It is only by such co-operative education that the co-op principle will gain wide acceptance in Jamaica.

# REFERENCES

[1] *Five-Year Development Plan 1978-82*, p. 94.

[2] *Ibid*.

[3] David Edwards, *An Economic Study of Small Farming in Jamaica* (Kingston: Institute of Social and Economic Research, 1961).

[4] *Ibid*.

[5] *Economic and Social Survey 1977*.

[7] A co-operative started in Canada by lobstermen pooling and selling their catch. This venture proved to be profitable and the men formed a co-operative. Today, Antigonish has grown into a large university.

[8] *Chamber's Encyclopedia*, IV.

## 9

## CONTINUING EDUCATION FOR PROFESSIONAL PERSONNEL

In Jamaica today professional personnel are increasingly conscious of the need to undertake continuing education and training. So far this has been largely optional as there are no governmental requirements to do so. Much responsibility for such training has been assumed by professional bodies. The establishment in Kingston of a Professional Centre, partly funded by the Commonwealth Foundation, has given much impetus to these efforts.

### CURRENT SITUATION IN PROFESSIONAL GROUPS

However, many professional bodies are not always clear about what they seek to accomplish or how to set about training. For example, a request in 1971 for detailed information about an in-service program evoked response from the Medical Faculty of the University of the West Indies that it did not engage in any "adult educational" activities.

Despite this muddleheadness, medical personnel in many ways have been one of the earlier and most active groups in providing opportunities for their members to up-date themselves. At annual and other periodic conferences and seminars, efforts are often made to bring to Jamaica speakers and lecturers familiar with the latest developments in various fields. As well, regular up-dating sessions involving local and outside researchers occur. The proximity of an excellent School of Medicine on U.W.I's Mona Campus has encouraged the holding of these re-education programs. A good example is the regular Clino-Pathological Conference attended by academic and practicing doctors. In addition, many medical personnel go overseas regularly and attend meetings and conferences at their own expense in order to up-date themselves on modern developments in their main areas of interest. What holds for the medical profession largely holds also for the dental profession which, however, is smaller and whose professional association is not as coherent and aggressive as the medical one.

Likewise, nurses are very aware of continuing education and courses are promoted annually by the Nursing Association of Jamaica. In addition, the University College Hospital of the West Indies has a full-time staff member with responsibility for the in-service training of nurses. The School of Nursing at U.W.I. has very close links with the nursing association, often helping to provide non-formal and informal opportunities for continuing nursing education.

The engineers, too, have been conscious of the need to update initial university and professional training. Two formerly separate engineering associations both have been very active in the field of continuing education. There is every indication that their merging to become the Jamaica Institute of Engineering will result in continuing and more effective activities.

Chartered accountants are a restricted group who are very careful about training for newcomers to the profession. They have not been as concerned and sensitive to the need to regulate and systematically upgrade the skills of those already practicing. Regrettably, the same may not be said of the Jamaica Society of Architects and the Jamaica Bar Association.

In contrast, the Library Association of Jamaica and some smaller groups such as the Jamaica Professional Secretaries' Association, the Jamaica Computer Association, and the Jamaica Pharmaceutical Society, actively maintain respectable levels of skills and professional expertise. This is also true of insurance groups, for most of whom maintaining a competitive edge is the same as being as professional as possible. Senior ranks of professional bankers have a similar attitude.

Teachers are a special case, since their business is education and they are understandably consequently more aware of the knowledge explosion. Jamaica has two vigorous teacher associations which encourage acquisition of new skills. The teachers' unions offer certain training programs, some offered jointly with the Ministry of Education and the Faculty of Education at U.W.I. Both latter bodies are increasingly providing in-service training programs of their own. Refresher courses for teachers offered during the summer months are now a regular feature. U.W.I's Post-Graduate Diploma of Education program is the most extensive. This has been welcomed both by the teaching profession and by the Ministry.

One of the in-service training programs of the Ministry of Education that warrants special mention is the project to train mathematics teachers. This program, offered in conjunction with the American Central Connecticut State College, assisted 200 Jamaican mathematics teachers to upgrade their skills by part-time work, mainly in the summer. Some teachers have thus obtained masters' and bachelors' degrees in education.

Another Ministry effort directed mainly at primary and certain all-age school teachers was the "In-Service Education Thrust," initiated in 1972 and meant to upgrade teaching methods. Through this program teachers have been exposed to modern pedagogical ideas and new Ministry curricula and emphasis. This was initially launched shortly after the assumption of office by a new government in 1972. Its effectiveness has not been carefully evaluated, although there is a general feeling that it has shaken up a smug and out-of-date teaching personnel.

Another teaching innovation worth mentioning is the initiative of the College of Arts, Science, and Technology in collaboration with Huddersfield Polytechnic and the University of the West Indies. These three began a course in August 1979 that leads to an In-Service Diploma in Education for teachers and lecturers in technical education.

## EDUCATION FOR WOMEN

Increasing recognition is being paid the world over to the need to direct training efforts specifically at women. Women as a special group in the sphere of adult education are of great importance in the Jamaican context for a number of reasons. The most important is that, given the patterns of mating, especially in low-income groups, many households are headed by women, who therefore have the sole responsibility for their economic maintenance.

Formal recognition of the importance of women as a significant and under-utilized sector of the country's human resources (they are 51 per cent of the population), has resulted in the creation of a Women's Bureau. The scope of the Bureau goes beyond mere employment. It is "a catalyst for the generation of new policies and programmes affecting women and the instrument for monitoring programme implementation."[1]

The main areas of concentration have been in broadening skills training for women and development of economic projects geared to them. Through the Bureau, the Vocational Training Division initiated programs for women in woodwork and welding. Although other government skills training programs are co-educational, women's participation has been low. A notable exception is the training of women as tractor drivers by the 4-H movement.

The Women's Bureau sees alteration of attitudes as a significant factor in broadening economic opportunities for women. *The Five-Year Plan* notes that: "Counseling of females at the pre-vocational stage must prepare them for the world of technology (e.g., electrical installation, machine repair, tractor driving) and the world of management and policy-making; for example, in agriculture and correctional services."[2]

The Bureau has become increasingly involved in development of economic projects for women in which skills training is important. The most important projects are shown in Table 16. The Five-Year Plan for Women has among its objectives the identification of existing employment and training opportunities and planning new opportunities to ensure equal pay for women and some mobility for economically depressed families.

While it is too early to assess the impact of the work of the Bureau, its programs are a revolutionary departure from former women's programs. Most have been undertaken mainly by private initiative by such organizations as the Jamaica Federation of Women, church-affiliated organizations, and the YWCA. Mainly, they have concentrated on women's role as home-makers and childbearers, therefore reinforcing traditional attitudes towards women. In perceiving the role women can play in total development efforts the Bureau offers great potential for Jamaican women in a changing society.

The relationship of all the programs discussed in this chapter to community development had been perceived by the pioneering Adult Education and Community Development Organization, now the Social Development Commission, which is the subject of Chapter 10.

Table 16

WOMEN'S BUREAU ECONOMIC AND SOCIAL PROGRAMS (1982)

| Project and locat | No. of participants | Product or skill | Remarks |
|---|---|---|---|
| Cassava products project, Leeds, St. Elizabeth | 88 | Average 5,000 bammies and/or wafers weekly, (up from 3,000 in 1981) | Average income to participants increased to $70 per week compared to $50 in 1981. Vehicle was donated German Volunteer Service and facilitates distribution to markets in Kingston, Montego Bay, Mandeville, and Ocho Rios. |
| Black Hill Agricultural Project, Portland | 10 | Pigs, carrots, tomatoes, peas, and potatoes | Pig-pens, soak-away pit, and drainage system constructed on project site. $4,000 income from sales. Earnings reinvested in project |

Table 16 (cont)

| Project and location | No. of participants | Product or skill | Remarks |
|---|---|---|---|
| Goat-rearing project, Grove Town, Manchester | 10 | Goats, pastries | Some setbacks in 1982. Loss of 9 goats at year end. Land to construct goat shed was found. |
| Women's Woodwork and Metal Company, Kingston | 12 | Welding-grills, chains, desks, furniture, educational toys | Project established registered company in 1982. Women's Bureau and CADEC have relinquished their position as company trustees. |
| Youth and Elders Development Training program. St. Mary, Portland, Trelawny, Manchester, Kingston and St. Andrew | 75 trainees<br>25 trainers | Restoration of antique furniture, Spanish embroidery, lace-making, woven belts, machine embroidery, tatting, smocking, metal craft, crochet, other forms of needle-craft | Ultimate goal is the establishment of economic enterprises. |
| Program for adolescent mothers, Kingston, Mandeville | 102<br>41 | Continuing education of pregnant school girls preparatory to their return to the regular school system | The Mandeville Centre was established in April 1982 to service the parishes of Manchester, St. Elizabeth and Clarendon. |

Source: Bureau of Women's Affairs

# REFERENCES

[1] Jamaica, Five-Year Development Plan, 1978-1983, p. 20.

[2] Ibid.

## 10

# THE ORIGIN AND ROLE OF THE SOCIAL DEVELOPMENT COMMISSION

## INTRODUCTION

For over four decades in Jamaica community development has been regarded as essential to decolonization. Successive governments have emphasized it as a means of assisting individuals to improve their standard of living, developing local leadership, raising social consciousness, and enhancing national unity by bringing people into the process of nation-building in the communities in which they live.

## COMMUNITY DEVELOPMENT

Traditionally, adult education has been considered "the handmaiden of community development."[1] But what does this latter term connote? The United Nations has defined community development as:

> The term community development has come into international usage to connote the processes by which the efforts of the people themselves are united with those of governmental authorities to improve the economic, social and cultural conditions of communities, to integrate these communities into the life of the nation and to enable them to contribute fully to national progress
> This complex of processes is then made up of two essential elements: The participation of the people themselves in efforts to improve their level

> of living with as much reliance as possible in their own initiative; and the provision of technical and other services in ways which encourage initiative, self-help and mutual aid and made these more effective. It is expressed in programmes to achieve a wide variety of specific improvements.[2]

The interrelationship of adult education and community development has been described by the United Nations Mission to Survey Community Development in Africa (1956) as the two major processes by which the efforts of the people to improve their conditions are realized.[3]

Jamaica was one of the first developing countries to begin a program of community development. This program has been the primary responsibility of the Social Development Commission and its predecessors going back over forty years. During that time the organization has pioneered most adult education programs in Jamaica, including adult literacy; community organization; youth development, including training for out-of-school youth; craft work, cultural development; sports development; co-operative organization; and community education programs in nutrition, health, home economics, savings and family life, among others. The SDC continues to be one of the principal agencies of grass-roots adult education.

This organization has always related adult education and community development to national objectives. These objectives have changed with governments, but the SDC has remained the central agency of community development, reordering its priorities and structures to reflect changing times but maintaining its central goals and programs. The origins, development and programs of this organization are worth looking at in some detail since many of its programs have served as models for other countries, and, of even more interest, have been the main agent of change in rural Jamaica.

## JAMAICA WELFARE LIMITED

### Origins

Like many of Jamaica's national institutions and organizations, the SDC's forerunner, Jamaica Welfare, arose from the social upheavals at the beginning of the 1930s nationalist movement. Jamaica Welfare was intended to help reduce many social ills and raise the general standard of living.

In Jamaica, at that time, the banana industry was the most significant contributor to the economy and thousands of small growers--and their enormous number of dependents--relied on it. However, they were at the mercy of large international companies such as United

Fruit, which controlled marketing and therefore prices and other conditions. In the 1920s a group of local growers began to organize a co-operative through which to break the foreign monopoly. This was the Jamaica Banana Producers Association (JBPA).

However, the realities were such that a compromise had to be reached. The Banana Producers Association's lawyer who led the negotiations with United Fruit was Norman Washington Manley. (Mr. Manley, who is now a national hero, subsequently became a leader of the nationalist movement, a founder the the People's National Party, and a chief minister of Jamaica.) So successful was he that he not only ensured that the JBPA and multinationals could co-exist, but he also extracted from the United Fruit Company an offer to contribute one cent per stem of bananas exported from Jamaica for a fund to be administered for the welfare of the people of Jamaica, especially those in rural areas. The other company involved, Standard Fruit, also agreed to contribute. Mr. Manley accepted the invitation of the donors to organize a non-profit corporation to administer the fund. Thus in 1937 Jamaica Welfare was born.

At the outbreak of World War II when banana exports ceased and the money received from the fruit companies by way of the one-cent tax was cut off, the British government agreed to provide a grant to Jamaica Welfare to allow it to continue. It also decided that the organization's program should be a pattern for rural welfare work throughout the British colonies. The Board was reorganized, the new organization being called Jamaica Welfare (1943) Limited. In 1949 the government changed the association to a statutory body, passing an amending law to create the Jamaica Social Welfare Commission. The name was again changed in 1965 when the organization became the Social Development Commission, as it is known today.

## Program

When community development work began in Jamaica, organizers had no model and their efforts were ad hoc. These were aimed at stimulating national consciousness, instilling national pride, working at the grassroots level to improve health and living standards at village level, and developing group activities, at first through community centres, later through village organizations. The first two points were the main focus in seeking to develop a sense of being Jamaican in a people who for over 300 years had considered themselves a mere unworthy appendage of the British Empire.

The initial success of Jamaica Welfare has been traced to a unique combination of factors, the chief ones being the great need for community development work and recognition of that need; funds (from the banana tax) which were comparatively large and could be used with complete freedom of action and expenditure; a board of directors representative from different segments of society, were committed to work for the betterment of their country; and the selection of capable and devoted field officers who, with directors and community leaders, helped to shape and carry through the programs. In the early stages especially it was the careful selection of personnel at all levels and their attitudes which were critical in ensuring the program's success."

The initial program was concerned mainly with encouraging self-help and social welfare among rural peasantry through social education. Work was at first implemented through establishment of community centres. Study and promotion of the co-operative movement was commenced and cottage industries were introduced especially to encourage manufacture of local crafts and straw goods. An important part of the informal education method was the introduction of a mobile cinema service, operated in collaboration with the government Education Department and schools. These visual aids were introduced around 1948. Cinema units carried programs aimed at teaching farmers to improve methods of production and also transmitted ideas of community development.

Community centres approach: At first two large and well equipped community centres were established in two separate parishes (Guys Hill in St. Mary and Porus in Manchester) with paid officers at each. The method adopted initially was to let people improve themselves at their own pace and take on programs that suited their need. Thus, one village might have a program of co-operatives, another would have credit unions, some would have reading groups (adult literacy), and so on, reflecting local needs and interests.

The development of co-operatives was an important part in the program's evolution. In 1940 a co-operative development officer was appointed and a plan for co-operative development formulated. This was known as the "Study-Save-Work" plan.

Many of these projects were introduced through pioneer clubs. Through the co-operatives an approach was made to the Jamaica Agricultural Society for development of youth farmers, and out of this came the 4-H clubs, representing a merger of the Young Farmers' Club of Jamaica Welfare and the juvenile branches of the Jamaica Agricultural Society. At the same time a Model Homes Committee was studying the problems of low-cost housing, and from this arose Jamaica's first efforts at co-operative house-building (or aided self-help housing). Construction was carried out in various areas in collaboration with other agencies.

From these and other efforts grew an integrated program in 1941 called the "Better Village" approach. This replaced the community centre approach as the main methodology of Jamaica Welfare. Contacts were established with key persons in the community, village committees connected with village councils were formed, and simple social surveys to determine the principal needs of the community were undertaken. Eventually village community associations with a co-ordinating community council were formed. All of this development led inevitably to the natural desire for community centres. Such centres were built by the people themselves with the assistance of Jamaica Welfare.

When Jamaica Welfare was reorganized in 1943 with government funding, Professor T.S. Simey, an adviser on social welfare to the British government, examined the program and made a number of recommendations. He endorsed the Better Village idea and formally proposed the introduction of the "front-line worker"--the village worker. Most significant was his recommendation that Jamaica Welfare Limited serve as a model for social welfare work in the British West Indies and that training facilities be provided for professional welfare workers. The British government accepted this recommendation and sponsored pre-professional social welfare courses in association with Jamaica Welfare. The first of these courses was held in 1943 and was attended by officers from most of the British Caribbean territories as well as Jamaica. These permanent officers in turn initiated courses of training for village leaders through formal and non-formal programs.

Three-F Campaign: In reorganizing the program in 1944 it was decided that in view of the rapid expansion and diversification which had taken place there was need for one central activity that would secure unity of effort within the organization and among all organizations engaged in rural work. To do so, a community education campaign based on nutrition was launched in 1945, known as the "3-F Campaign"--Food for Family Fitness. As the work of Jamaica Welfare grew, the village worker was replaced by the more highly trained village instructor. There were eleven such instructors in 1949.

## Impact of Early Jamaica Welfare Programs

By 1948-9 Jamaica Welfare's program embraced some 236 villages with 77 village committees and 51 village community councils co-ordinating the activities of 343 groups. The total number of organized groups was 1,180. In 1948 leadership training was carried out in 149 zone training days, 1,570 leadership classes, 308 demonstrations, 41 observation visits, 17 training camps, and a "movable school" method first developed in St. Mary.[5]

In the co-operative program there were 185 savings unions, 30 buying clubs, 42 poultry groups, and 158 groups for mutual help. The commission was the first organization to organize fishermen's co-operatives. There was an average of 500 cinema shows per annum.[6]

Craft development had been started as a cottage industries program in the early 1940s when Jamaica Welfare began to assist artisans producing craft items from local materials, especially straw. They organized training and established buying depots.

Commercialization of the industry continued into the 1960s with establishment of Things Jamaican Ltd., which manufactured not only traditional crafts but furniture and pottery and pewter items. All these efforts led to the establishment in 1978 of a National Crafts Institute. With the return to power of a JLP government in 1980 this institute reverted to its original designation as Things Jamaican.

## 1950 TO THE PRESENT

From 1949 to 1955 work was consolidated along the lines laid down. Home improvement developed into a home economics program. Recreation and drama activities, literacy work, and urban community work were initiated. From 1955 to 1961 the Commission's field work was reorganized on a parish basis in four divisions and was more formally co-ordinated with the work of other agencies, especially agricultural extension services.

### One Hundred Community Centres

Immediately after independence the government reverted to the original community centre idea, and under the Five-Year Independence Plan built 100 village centres. The centres were intended to be the focus of community development efforts and were equipped with sewing machines, TV sets, home economics gadgets, and adult literacy material and staffed by a community development officer trained in five skills and permanently on call.

### National Community Development Program

In 1960 the new government initiated a special study of the conditions in western Kingston where social, particularly housing, conditions were desperate. A program for rehousing and community development was started and responsibility for community development component was placed with the Commission. Up to that time, the Commission has concentrated exclusively on rural work, with the exception of one community development project in an economically depressed area in Montego Bay. But from 1960 on there was acceptance of community work in urban areas which is now an integral part of the program.

### Youth Development

In 1963 the Social Development Commission widened its community development program to embrace youth development. Although by the 1950s there had been youth organizations such as the Young Farmers' Groups and later the 4-H clubs,it was not until 1965 when the Jamaica Social Welfare Commission was renamed the Social Development Commission that the government assumed full responsibility for a youth program. Responsibility for the program was given to the Development Commission and this led to formation of the Youth Development Agency established in July 1965 to centralize youth work in Jamaica. The Agency combined the Jamaica Youth Corps and the Jamaica Youth Clubs

Council into one body. The programs of the Youth Development Agency were carried out in the youth camps, youth clubs, and youth centres which it established.

The program provided recreation, training in social skills designed to develop a sense of citizenship and responsibility, training in family life education, cultural and artistic outlets, agricultural and vocational training, and leadership training and discipline for the 11-25 age group.

Youth camps:[7] The Youth Development Agency youth camps originated in two experimental camps for boys established in 1955 at Cobbla and Chestervale. This concept was known as the Jamaica Youth Corps. The main objective of the Corps was to expose unemployed young men (ages 15-19) to eighteen months of discipline and skill training in a residential camp. Their basic education was also upgraded and vocational skills were taught. These camps were admirably suited to the needs of the time and were highly successful in some ways. In fact, the principles of the program were adopted in at least five other developing countries. But as the camps expanded, changes took place, including a shift from the agricultural bias to the acquisition of vocational skills. The new youth camps also provided for girls. In time there was a total of five camps. When a new government came into power in 1972 it was decided to take a new approach to these camps. They were turned into Youth Community Training Centres, the structure and operations of which were discussed in Chapter 2. The Youth Development Agency was also responsible for the establishment of youth clubs and youth centres, discussed below.

## SOCIAL DEVELOPMENT COMMISSION TODAY

### Structure and Organization

Jamaica's independence in 1962 inevitably meant further changes in the structure, organization, and functions of the Commission, now a statutory body operating under the Ministry of Youth, Sports and Community Development. Responsibility for administration is vested in a board of directors. The senior executive officer of the Commission is the secretary/manager, who reports directly to the chairman. When the Commission was reorganized in 1965 it was divided into four agencies devoted to social development, craft, youth, and sports. Each agency has its own director responsible for promotion, management, and control of its programs.

To carry out these programs the agencies of the Commission in 1962 were reduced from four to two. The then Social Development Agency and the Youth Clubs and Youth Centres Section of the Youth Development Agency were merged to form a Youth and Community Services

Division. The Youth Camps Section of the former Youth Development Agency formed a new division called Youth and Community Training Centres. The sports program which was formerly run by the Youth Development Agency became the responsibility of a division known as the Sports Development Division. The Craft Development Agency was named the Production Development Unit.

In addition to the above, three new division were created. They were the Agricultural Projects Division, responsible for a rural settlement scheme called the Cornwall Youth and Community Project, the National Youth Service, and the Resource Development Unit. A Pioneer Corps which was a project of the Agricultural Project Division operated independently as well.

In 1978 the National Youth Service and the Pioneer Corps were amalgamated to form the Jamaica Youth Corps. Similarly, the Sports Development Division was merged with National Sports Ltd. to form the Institute of Sports as another independent statutory body. Plans are proposed for the Youth Community Training Centres Division to be absorbed directly into the Vocational Training Division of the Ministry of Youth, Sports, and Community Development. However, this has not materialized, particularly due to developments surrounding the HEART Program which were already discussed.

The rest of this chapter discusses the work of these divisions and how they have sought to further adult education in Jamaica.

## Youth and Community Services

This division of the Social Development Commission was formed from an amalgamation of the Youth Development Agency and the Community Development Agency with new emphasis on integrated community development. The concept of community development which the Commission seeks to implement helps people to help themselves and participate in national development. In future it is planned to decentralize community development further and make community councils the main focus of community involvement in local and national affairs. These will be discussed below.

Adult education is a major part of the program. Seminars, training programs, and courses and conferences at all levels are frequently held to develop leadership and other skills among group members.

The staff of the Social Development Commission also has a vital role in providing various groups with needed information, training and resources. Under the umbrella of Youth and Community Development Services, a wide range of activities is undertaken by the various groups in the program.

Youth Club: The Jamaican Youth Clubs' Council was formed in 1955 to extend youth work islandwide. Previously such work was confined to the corporate area and two parishes through the Kingston and St.

Andrew Corporation and the YWCA and YMCA. By 1966 there were at least two organizers in each parish and the number of clubs and membership had grown. In the clubs self-help was encouraged and an attempt was made to develop the latent talents and interests of all youngsters. In 1965 the Youth Development Agency began to establish youth centres in towns. These formed the headquarters and nerve centres for youth club work in the parishes. Skill training projects were also introduced.

Community centres: There are at present 120 functioning community centres, but a significant additional number of centres established are not being used or are under used for various reasons, including poor location of some centres and the dilapidated condition of others.

## Rural Land Settlement and Programs

These programs are jointly sponsored by the Ministry of Agriculture and the Ministry of Youth, Sports and Community Development. The objective is to make rural life more attractive and help stem the drift to urban areas by the establishment of comprehensive and integrated community development programs. These programs can still be regarded as experimental.

The Cornwall Youth and Community Development Project sought to develop three agricultural settlements--Nyerere, Haughton Grove, and Mafoota--at the western end of the island. The settlements are intended to be self-contained farming communities, but provision is made for basic and remedial education, family life education, community education, occupational education, recreational and cultural training. In addition some of the pioneers benefitted from other training programs locally and overseas. The pioneers themselves establish a management committee at each farm as well as subcommittees at the community level.

## Impact

These projects have been plagued with major problems since their inception, chief of which are the weakness in administrative mechanisms between the two ministries and the need for more skilled staff at the field level.[8] In addition, the poor selection of some pioneers, lack of integration between pioneers from rural and urban areas, the lack of adequate orientation and training for urban pioneers, many of whom had no agricultural experience, were identified as some of the factors working against effective functioning of the projects.[9] There were also local factors such as drought and lack of adequate farm machinery. A co-operative structure consisting of pioneers from the three farms was being developed to gradually take over management functions.

### Project OASIS (est. 1978)

Project OASIS was situated in southwestern Clarendon and was funded by the government of Jamaica, the Organization of American States, the government of Israel, and the Royal Netherlands government. The farm is known as Ebony Park and is a co-operative venture based on the concept of community self-help and an experiment in diversification of agricultural production to reduce the need and expense of importing food. It was multifaceted, involving skills training, production and community development within a democratic framework and included a full range of community services and infrastructure. The project was gradually developed during the second half of the 1970s and the total development period envisioned was four and a half years. The project emphasized labour intensive technology and the utilization of available indigenous materials to reduce costs without losing efficiency.

In 1984 this Ebony Park project, as it has come to be known, was taken over by the HEART Trust and is being transformed into one of its Academies to offer training largely in agricultural skills.

### Life Skills Program

This program was started by the Social Development Commission to train young adults in personal development, family living, peer groups, community rights and responsibilities, social institutions, the world of work, the use of leisure, the Caribbean heritage, the Caribbean today, and the tropical environment. A preliminary outline of the program was made in 1974 by the Resource Unit of the Social Development Commission, the Ministry of Education, and Mind Incorporated of New York. Since 1977 the program has suspended operations because of lack of funds, staff, and other resources. The Ministry of Education has developed its own program patterned on this effort for use in schools.

## COMMUNITY COUNCILS

Community councils were seen by the previous government in 1972-1980 as the principal instrument for involving the community in planning and executing social and economic projects. Although some such councils exist, there is no uniformity among them. Indeed, some have been performing functions best performed by other organizations.

The council's functions were to co-ordinate the activities of existing community groups and state organs to prevent overlap and waste of resources; mobilize people to ensure support and involvement in social and economic affairs of the community; advise the central administration in identification and formulation of plans and projects for national and community development; monitor the central government's programs and projects such as price control, rent assessment, land usage, local security (Home Guard), and contracts; liaise with existing government agencies in the community; and organize and assist in community self-help projects, community-based economic projects such as pioneer farms, laundries, restaurants, bulk-purchasing and distribution, and community education projects.

## Sugar Industry Labour Welfare Board (SILWB)

This Board, which has now been integrated into the Social Development Commission, was originally created under the Sugar (Reserve Funds) Law of 1947 and grew out of the Jamaica Welfare Limited. It was paid a tax from sugar and was to function as a social welfare agency among the island's sugar workers. The Board had representatives from the Cane Farmers' Association, the Sugar Manufacturers' Association, ministries of government, and trade unions. The program of the Board originally depended on voluntary leadership. The formal establishment of the agency now consists of community development officers, nurses to staff clinics sponsored by the agency, and senior officers and supporting staff. In addition to affording its officers the opportunity for formal training in social work (at the University of the West Indies and overseas), the Board also provides in-service training for all new staff. New employees are first given orientation at head office, then placed in the field and given guidance and study with an experienced officer. Follow-up work is done with the new field officer for some time. Voluntary group leaders are also trained at the group, area and national level.[3]

## Impact of the Commission's Community Service

Although no data are available to measure the present impact of community services, as long ago as in 1977 the Economic and Social Survey of Jamaica listed two outstanding weaknesses. The first is a traditional approach to community development that places less emphasis on professional than it does on task-oriented skills such as home economics and craft work, a somewhat paradoxical conclusion bearing in mind the criticism of the formal educational system as being oriented towards the white-collar and professional disciplines. The second weakness is the absence of legal regulations that would allow communities more participation in decision-making.[10] Presumably, this problem will be remedied when community councils are made legal entities.

Additional problems have been encountered. Some are economic--widespread apathy, unemployment, and inadequate rural transportation. Others are socio-political such as the low level of credibility of the Social Development Commission among community members; the low level of leadership qualities in communities; diverse effects of party politics and religion in communities; and the persisting gap between older and younger members and the abuse of community centres.[11]

## Personnel Development within the Social Development Commission

A Human Resource Development Unit was established within the Commission in 1977. Its task is rationalizing personnel practices and policies in recruitment, promotion, exit, benefit, and efficiency; developing and implementing an integrated staff training program, and exploring and using external sources of training. The Unit also develops proposals for more productive and efficient use of Commission personnel and trains staff at all levels as well as youth club leaders, voluntary workers, Jamaica Youth Corps recruits, and Youth Community Training Centre recruits. Finally the Unit evaluates Commission programs. The program is offered to youth and community officers, Jamaica Youth Corps counselors and area officers, and Youth Community Training Centre subject supervisors and counselors.

The Social Development Commission is a large organization with a fair annual staff turnover. Accordingly, orientation programs have been held annually for new staff recruits. Leadership training is provided for Jamaica Youth Corps recruits who are assigned leadership roles in the Youth Corps.

Political training is increasingly becoming an integral part of the core training process. Various topics have been chosen to educate mainly Community Council members and Youth Club members in broad areas of politics. Each topic is discussed in the regions over a two-month period. The first staff seminar explains the political education program and the second evaluates progress.

In this and preceding chapters I have discussed certain adult education provisions which have facilitated or accompanied change in Jamaican society. In such revolutionary circumstances the arts often flourish. This cultural explosion, which has been a feature of Jamaican society since the early days of the nationalist movement, is the subject of Chapter 4.

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## 11

# UNIVERSITY ADULT EDUCATION: THE DEPARTMENT OF EXTRA-MURAL STUDIES OF THE UNIVERSITY OF THE WEST INDIES

## INTRODUCTION

The Department of Extra-Mural Studies of the University of the West Indies is, along with the Social Development Commission, one of the oldest and most important agencies for adult education in Jamaica. It has pioneered in adult education for over three decades, especially in remedial education, citizenship education, and in-service training and has sought to fulfill this mandate of "education for nationhood." It has also participated in the development of almost every type of adult education activity attempted in Jamaica since 1948 and has led in the movement to establish the importance adult education as an instrument for nation-building.

## ORIGINS

In 1943 the British government appointed the Asquith Commission to inquire into higher education in the colonies. In 1944, this Commission appointed the Irvine Committee to report on the Caribbean situation. The Committee recommended establishment of a University College at Mona, Jamaica, to serve the British Caribbean colonies, and advocated development of strong Department of Extra-Mural Studies.

From the outset, efforts were made to give the new University College's adult education work a very definite Caribbean character.[1]

When the Irvine committee reported many British universities had extra-mural departments, yet no British university gave extra-mural work the central importance which the Irvine Committee considered it should have in the new University College of the West Indies. The parallel was rather with the American land grant colleges, where extension work has always been considered an important part of the university's functions. However, there is no evidence that either the Asquith Commission or the Irvine Committee was influenced by this model.

There is evidence that the framers of the Asquith Report were influenced by at least one non-British institution, the Hebrew University of Jerusalem. A section of the report states; "We have been impressed by the evidence given to us of the activities of the Hebrew University of Jerusalem in this direction, and we consider that a strong and fully-staffed Department of Extra-Mural Studies should be regarded as one of the normal features of a colonial University."[2]

The Commission also felt that the benefits of university education should not be the preserve of an elite, but should be available to the whole community. Such considerations led to the recommendation that, in addition to research and teaching, the new university should "take a leading part in the development of Adult Education in the Region."[3].

The first Director of the Department of Extra-Mural Studies, Sir Philip Sherlock, has been the single most influential individual in this area not only in expressing the philosophy and charting the direction of the university's extra-mural work but also in stimulating development of most forms of adult education work in Jamaica. Although he was aware of the nature of the offering of university extension programs in other parts of the world, particularly in Denmark, the United States, Canada, and the United Kingdom, he nevertheless had not been exposed formally to conventional university extension programs such as then prevailed in overseas metropolitan centres. This largely explains why the Irvine Committee's recommendations on the role, nature, and direction of the university's proposed Department of Extra-Mural Studies differed in important respects from prevailing notions and practices in equivalent departments of British universities at that time. Also, because Sherlock had been active in the Caribbean nationalist movement he was acceptable to and indeed a close associate of many nationalists leaders. It is therefore not surprising that he should have seen the work of the Extra-Mural Department very much within the context of the Caribbean nationalist movement and as a prime contributor to its aspirations. Thus, Sherlock ensured that among the Department's early activities would be "training in social responsibilities."[4] However, he clearly intended that the Department should not only exercise a function in community leadership but should also contribute directly to nation-building:

> It is already clear that in most places the dynamic is to be found in the words "Education for Nationhood" and this will become the recurring theme in the work of the Department. If the programme of work can be organised in such a way as to engender

> and preserve the dynamic, education will cease to be regarded as a ritual suitable to the immature years of the classroom and will be seen as a process rich and deep as life itself; not formal and static but vital and dynamic.[5]

Further, in discussing the main directions for the work of the Department, Sherlock went on record that one of its main purposes was to "encourage and assist men and women to understand their rights and responsibilities as citizens of the British Caribbean."[6] This was as broad and forthright a nationalist statement as one could expect and it was clear that in the mind of the chief architect of the Department's program for many years, there was the notion of the Department as conscious and deliberate agent in the process of nation-building in the Caribbean.

## STRUCTURE AND ORGANIZATION

The administrative and reorganizational structure of the Department reflects the fact that the fourteen territories which subscribe to the university's scheme are scattered throughout the Caribbean; some are thousands of miles apart and most are quite distant from the university's three campuses. Each territory has a staff member called a resident tutor. This tutor is the chief organizer of adult education in his territory, as well as the local representative of the University and its public relations officer.

Another type of extra-mural personnel are the staff tutors, who are responsible for specific subjects and, although mainly based in Jamaica and reporting to the Director, serve the entire region.

At the present the Department provides specialist staff tutors in the creative arts, radio education, social work, and labour education; a regional co-ordinator and staff for a child department project; (now located in the Department of Social and Preventive Medicine); a family life education tutor and a staff tutor and co-ordinator of special projects. Rex Nettleford, the present Director, summarized the staff tutor's work as follows: "They conduct courses, plan conferences, conduct research and advise Resident Tutors on syllabuses and on the organisation of their courses in the field."[7]

## PROGRAM

The Extra-Mural Department's goal of achieving "Education for Nationhood" involves developing well-informed public opinion sufficiently adjusted to meet the demand of nationhood; influencing decision-makers inside and outside government; servicing what for Jamaica were the new professions, chiefly the civil service, business management, social work, trade unions, and university and agricultural extension services; seeking to resolve the national identity crisis; developing self-confidence and self-knowledge through the creative arts; and making available school-leaving equivalences for those not in the traditional elitist and orthodox formal systems. To achieve these objectives the Department has had four main types of programs: specialized program; class programs; in-service training; and citizenship education.

## Specialized Program

Over the past two decades a number of specialized programs to meet national development needs have evolved out of the Department's work. These have been largely operated by specialist staff tutors, some working out of their own centres. Social work, radio education, trade union studies, and the creative arts all have their own permanent centres where the emphasis is on "training the trainers." The main features of these special programs are reviewed below.

### Social work

The Department's social work program operates out of the Social Welfare Training Centre on the Mona Campus. The main offering has been a four-month course in social work for participants from all over the Caribbean, a project partially financed by UNICEF. The Centre has also been a residential adult education centre for the rest of the departments as well as for many other community bodies. In conjunction with UNICEF, a Regional Child Development Centre has been established under the direction of the staff tutor.

### Trade Union Education Institute

In a situation of tense trade union rivalry throughout the Caribbean, the Trade Union Education Institute has won general acceptance by the main trade unions of the region. It offers a one-month course, usually three times a year, with participants mainly of the rank of chief delegate, although smaller unions usually send more senior officers. The Institute also offers courses in industrial relations for middle managers and joint labour-management seminars in industrial engineering and related subjects.

### Creative Arts Centre

In new nations the creative arts usually open up people's minds and encourage self-expression. The arts were not considered a frill in the extra-mural program of the University of the West Indies, but rather "the very core of the Adult Education programme for the new nation." This importance accorded to the creative arts in the Department's program has been one of its unique features. The establishment of a Creative Arts Centre in 1967 has greatly altered the character of program offerings in this area. Before the creative arts program was begun formally, various staff tutors traveled in Caribbean territories and their adult education activities in the creative arts stimulated local interest in many of the territories.

### Radio Education Unit

The Radio Education Unit of the Department has a double role: public relations work for the University and adult education in live and recorded programs. In Jamaica the Unit has had to pay for its radio time, which financial constraint has inhibited further development. The Unit has an archives of scripts and tape recordings which are a valuable historical record of views, opinions, and facts about people who have influenced the modern development of the Commonwealth Caribbean, especially since the 1940s. In a region with a strong oral tradition, radio education was an obvious need which has been well met, largely due to its expert direction by a staff tutor who has combined the art of broadcasting with the science of education and the skills of a trained and experienced adult educator.

## Class Program

The academic classes have been designed to upgrade participants to school-leaving levels. In general, classes are offered in a wide range of subjects and levels. In remedial education, the Department of Extra-Mural Studies has contributed much by means of this class program, through which thousands of out-of-school West Indians have been able to advance to much higher educational levels. There has been much debate within the Department as to "the levels" at which extra-mural classes should be offered. The particular issue is whether provision of classes at the "school-leaving" level, particularly at the lower level (GCE O-level), is a proper concern for a university.

In 1963 the Antigua Conference on extra-mural work in the Caribbean[8] recommended that while there may be circumstances in which classes may be offered at the GCE O-level standard, classes should not be organized for the purpose of satisfying the O-level examination. However, the situation was re-examined by later extra-mural staff conferences and the 1967 conference[9] gave as its opinion that "teaching sponsored by the Department of Extra-Mural Studies should not necessarily be limited to teaching above the standard of GCE O-level." In 1970 the Director of the Department said:

> On balance it does appear that while ideally the University, both internally and externally, must concern itself with the higher intellectual levels of education, there are instances where for a va-

> riety of reasons there may be a demand for O-level teaching which is not being met--or at least fully met--by other local agencies. In such cir-cumstances the Extra-Mural Deparment has felt itself obliged to fulfill such a demand and in practice Resident Tutors have actually pursued this line.[10]

The continuing level of registration for extra-mural classes up to the late seventies suggested that in spite of this controversy the Department was continuing to meet real needs in this area. Thousands of Jamaicans have obtained school equivalent qualifications through the class program. Many have proceeded to further education either at the University of the West Indies or elsewhere. However, it has recently been evident that in Jamaica, other agencies are meeting the demand for part-time school-leaving certificate classes, especially at the GCE O-level standard (lower school-leaving levels) There is growing agreement that the Department's creative energies are now therefore best deployed elsewhere and that any classes offered should be geared to the higher level (GCE A-level). Few GCE-oriented classes at any level are currently offered at the Kingston Centre.

The Department also offers semi-professional courses among its B courses. These cover such areas as introduction to social work, general psychology, business and industrial psychology, psychology of personality and behaviour, child psychology and development, business and commercial English, personnel administration and financial management, management and the impact of collective bargaining, production systems analysis, family law, and family life education. Also offered are self-improvement and leisure courses such as speed reading, flower arrangement, home gardening, and plant propagation. Many of these courses have been introduced on an ad hoc basis. For instance, a course in practical home nursing introduced in 1976 catered to sixty-five students who saw in it an opportunity to pick up some basic skills that would increase their potential for getting a job in a tight employment situation. While the course was not designed to train nurses, the level of instruction resulted in increasing the para-professional arm of the health profession. The introduction of a course in speed reading that same year turned out to be very popular, primarily among professionals. A limited degree level program, mainly in economics and law, was once offered at the Kingston Centre for which a subsidy was granted from the government of Jamaica, but this was discontinued when the University began offering evening classes in degree programs on the Mona Campus.

## In-Service Training Program

The Department over the past few years has put more and more effort into in-service training (Table 17). This has involved providing continuing education for professional and para-professional groups. Courses or seminars have been offered by the Department alone or in varying degrees of co-operation with other agencies. The Department has also offered limited consulting services when it did not itself

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Table 17

PROGRAM OFFERINGS OF IN-SERVICE TRAINING JAMAICA

| Title of course | Date | Target group | Chief method of instruction | Co-sponsor (if any) |
|---|---|---|---|---|
| Public administration | | | | |
| Central government | | | | |
| Public administration | 1950 | Senior civil servants | Lectures, discussion groups | - |
| Civil Service and the constitution | 1953 | Senior administrative officers | Lectures | Jamaica Civil Service Commission |
| Training in public and business administration (conference) | 4-9 April, 1955 | Senior administrative personnel from business and government | Group discussions | Carnegie Corporation |
| Pilot course in public administration | 1956 | Senior civil service | Syndicates, integrated lectures, and field trips | Jamaica Civil Service Commission |
| Training courses in public administration (series) | 1957-8 and 1959 | Senior administrative officers | Syndicates, integrated lectures, and field trips | Colonial Development and Welfare |

Introduction of Diploma Course in Public Administration
at University of the West Indies Since 1960

| Title of course | Date | Target group | Chief method of instruction | Co-sponsor (if any) |
|---|---|---|---|---|
| Local government | | | | |
| Pre-overseas Training | 1967 | Local government selectees for U.K. training | Lectures, discussion groups | Ministry of Local Government |
| Training courses for poor relief officers | Academic year 1968-9 | Poor relief officers | Lectures, discussion groups | Ministry of Local Government |
| Training course for personnel in the Fire Fighting Services (D.E.M.S.) Examination and certifications | Academic year 1968-9 | Fire fighting personnel | Lectures, discussion groups | Ministry of Local Government |

Table 17 (cont)

| Title of course | Date | Target group | Chief method of instruction | Co-sponsor (if any) |
|---|---|---|---|---|
| Junior engineering course for local government officers | Annually from 1963 to 1973 | Technical sub-professional personnel | Lectures, discussion groups | Jamaica Association of Local Government Officers |
| Junior accounting course | academic year 1970-1 | Accounting and clerical officers, Grades 1 and 2 | Lectures, discussion groups and workshops | Association of Parish Council Officers |
| Courses on administrative management | academic year 1968-9 | Senior local government administrators | Lectures, discussion groups | Jamaica Institute of Management |
| Business Management | | | | |
| Work Development in Jamaica | 27-29 June 1969 | Senior managers and supervisors | Lectures, discussion groups | Training Department, Jamaica Industrial |
| An Introduction to the Electronic Digital Computer in Business and Government | 1963-4<br>1964-5<br>1965-6<br>1966-7 | Managerial cadres from commerce and government | Lectures, discussion groups | None |
| Computers in Management | Jan-Mar 1965<br>Jan-Mar 1966<br>Jan-Mar 1967 | Follow-up to above courses | Lectures, discussion groups | None |
| Personnel Administration | Apr-June 1965<br>Apr-June 1966 | Employees in personnel administration | Lectures, discussion groups | Jamaica Employers' Federation |
| Human Relations in Industry | academic year 1966-7 | Management personnel and others concerned with personnel relations | Lectures, discussion groups | None |
| Management accounting | academic year 1967-8 | Middle management (production and marketing personnel) | Luncheon discussion | None |
| Modern developments in accounting | academic year 1968-9 | Practising accountants | Lectures discussion groups | None |
| Marketing & Decision-Making | academic year 1968-9 | Sales and marketing executives | Lectures discussion groups | Sales & Marketing Executive Club |

Table 17 (cont)

| Title of course | Date | Target group | Chief method of instruction | Co-sponsor (if any) |
|---|---|---|---|---|
| Business management (cont) | | | | |
| Sales planning, forecasting, and cost analysis | academic year 1969-70 | Marketing and sales managers | Case studies, planning discussion and management games | Jamaica Industrial Development Corp |
| Sales management course | academic year 1970-1 | Sales managers | Lectures discussion groups | Jamaica Industrial Development Corp<br>Productivity Centre |
| Instructors and Facilitators | | | | |
| Teachers | | | | |
| a) General science course for post-primary teachers | 1968-9<br>1969-70 | General science teachers in junior secondary schools | Lectures and demonstrations | None |
| b) Residential summer course in general science | Summer 1969 | Teachers of grades 7-9 | Laboratory exercises | Curriculum Renewal and Education Development Overseas |
| c) Seminar for chemistry teachers | 1962-70 | Teachers of chemistry in secondary schools | Lectures and laboratory exercises | Department of Chemistry, University of the West Indies |

provide the training program. During its existence, the Department has acquired expertise in program planning and evaluation which has been placed at the disposal of a variety of organizations and professions. Accordingly, through its in-service educational program, the Department has enhanced the capacity of key community groups to play effective roles in nation-building. Through such training many farmers, teachers, civil servants, businessmen, local government officers, and others have upgraded themselves professionally. The Department has devoted so much of its limited resources to the training of business and professional personnel because of this concern with nation-building. Thus, the Department perceived that these elements in the professions and business seemed likely to influence major decisions taken in their particular professions or concerns, many of which were of consequence to the entire nation. Some people were responsible for administering the affairs of state. Others influenced economic productivity and business policy, including some who were largely responsible for managing the economy. University adult education in Britain has never similarly addressed itself to this target group.

Some of the in-service courses are discussed below. Regrettably, since the mid-seventies many programs have been discontinued, but they are mentioned here since, historically, they represent an important area of extra-mural contribution.

In-Service Training for Teachers: Teachers have been among the groups benefiting from Extra-Mural Department courses. Indeed, teachers have traditionally gained more from extra-mural work in Jamaica than has any other professional or occupational group. First, many teachers have improved their basic academic qualifications by participating in the academic class program. For example, it has been reported that many teachers have thus acquired university entrance requirements in whole or in part.[11] Second, the Department has for a long time offered special courses for teachers to enable them to upgrade their teaching skills and methods.

Unlike many other workers, teachers have a long summer vacation during which they can attend summer courses sponsored by the Department. These include general science courses for post-primary teachers; courses for teachers of West Indian literature; seminars for chemistry teachers; seminars on abnormal children; in-service training courses for youth leaders; workshops for extension personnel; in-service training courses for agricultural personnel; training program for personnel from welfare agencies; seminars for administrators of justice (in this category the Department has been involved with groups such as the police and justices of the peace, who perform important citizenship functions. It was hoped that through the multiplier effect other people could be reached, likely to influence public opinion and serve as community leaders) in-service training for police officers; training course for justices of the peace; CAM program for sales, advertising, and marketing personnel offered for two academic years; and training in film production.

## Citizenship Education

The citizenship or political education undertaken by the Department has aimed at providing a citizen with knowledge about his local community, nation, and the world, stimulating his self-development and equipping him for useful participation in society.

Such activities have been widespread and the facilities and skills for putting them into effect have been refined over the years. In the earlier period it was the short-term impact which was important, signalling that new times and ideas were afoot and summoning the community to an awareness of this fact. Of later significance were the efforts directed towards long-term development of an enlightened leadership and promotion of the acceptance of critical modes of thought in public affairs. The concentration of such efforts at certain significant times, such as Jamaica's independence in 1962, and following the 1972 change of government, not only did much to create public awareness, but also influenced the thinking of individuals who occupied or were later to occupy positions of influence and authority.

From the outset the Department of Extra-Mural studies has directed many of its programs towards community leaders. The Department considered that through the multiplier effect it could transmit certain ideas and attitudes through these selected leaders into the general community. There was judicious use of the electronic media, primarily to motivate potential students but also to animate and educate the general public. The Citizenship Education Program has fulfilled awakening, animating and enlightening roles in the Jamaican community.

Citizenship education has been undertaken primarily through specific public education programs on important topical issues. Among the major public education programs have been those dealing with Human Rights Year (1968) in Jamaica, public education on independence (1962), and the 1972 post-election public education program.

Education for Independence: In 1962 a staff tutor was appointed to handle citizenship education, and he served until 1963. This term coincided with attainment of independence by Jamaica. Most people in Jamaica in the early 1960s lived in an environment of active politics. There had been many significant political events between 1959 and 1962, chief of which was the failure of the West Indies Federation, which was ended by the Jamaican referendum in 1961. In addition, there was a heightened awareness of the economic disparities between those who benefited from the prosperity of the late 1950s and those who did not. The Department of Extra-Mural Studies, saw that 1962 was a new start and an excellent point of departure for a political education program. The Department therefore organized a workshop for study and discussion of the proposed new constitution for Jamaica, open forums for public discussion on some implications of independence, and a series of broadcasts entitled "Thoughts on the Constitution."

Public education at this time also included a series of forums, held on Sunday mornings, to examine underlying issues of policy formation after independence. The forums were arranged in a coherent sequence. The first series was designed to indicate how an independent government would work, what its nature would be, and what would be the meaning of independence in terms of full sovereignty. The second series related to external affairs and the third to national identity and attitudes to race. A wide cross-section of people attended these series--housewives, household help, tradesmen, and professionals.

The Constitution Workshop: This workshop consisted of individuals from many different occupations who met regularly over a period of time to discuss the nature of a constitution for independent Jamaica in the light of the country's needs, history, and development, as well as the practice in other Commonwealth countries. A document prepared by the workshop entitled "Constitution Workshop" showing the detailed study undertaken by the committee after the draft of the constitution, was later published. Workshop participants formed a Citizens' Study Group and submitted a paper to the House Legislative Committee entitled "Some Objections to the Constitution." The views of the workshop were given wide coverage by the media, and some workshop members went into rural areas and gave public lectures on the significance of a new constitution.

Human Rights Year Program: As the prime mover at the United Nations of the celebration of 1968 as Human Rights Year, the government of Jamaica decided that the event should be properly celebrated on the island. It used these celebrations to mobilize the nation and to advance its social cohesion. A national committee under the chairmanship of the then Minister of State for Youth and Community Development was appointed, with one committee member for each parish. The resident tutor was a member of the program subcommittee of the main National Human Rights Committee for Kingston and St. Andrew, and his experience in program planning and administration was used by his colleagues on both committees. The Department also contributed in other ways. It established contact with the government of Jamaica in mid-1967 and held two preparatory seminars,[12] the first one in the Kingston area in August 1967 and the other in the township of May Pen. Both seminars reached a wide variety of community leaders.

Education for Action in the New Jamaica: The 1972 Special Public Education Program took the form of a series of lectures and group discussions held in many capital towns in central and eastern Jamaica, supplemented by a series of radio talks. The program sought to educate the people of Jamaica on their democratic rights and national responsibilities and to encourage them to exercise these to the fullest.[13] During the organizing stage this program was strongly criticized by both traditionalists and activists.[14] Nevertheless, standards of objectivity seem to have been scrupulously observed.

Each lecturer was restricted to a particular area in which he or she had special expertise and had conducted research of recognized quality. It was therefore not surprising that, although the more timorous considered that the program was too activist, the more radical accused it of not being sufficiently aggressive and partisan. To understand this split, it had to be realized that the "conservative"

Jamaican government regime of 1962-72 frowned upon certain ideas that citizens in many other Third World countries were able to explore fully. As might be expected, mutual suspicion existed between the government and the University, which latter was often perceived as a purveyor of alien and subversive ideas. A program such as the Citizenship Education Program was particularly vulnerable to such accusations as it endeavoured to challenge the society or to keep channels of communication open between different social elements. In undertaking the program the Department attempted to carry out its mandate on public education. The Director's annual report for 1971-2 commented as follows: "The concern with social change was reflected as well in most territorial programmes. Jamaica, Grenada, Montserrat and St. Lucia were foremost in this and the general elections in Jamaica provided an opportunity for a widespread post-election public education programme which enhanced the university's image not a little in that territory. This ensured a wider public embracing important grass roots contact."[15]

The Public Lectures Program: The public lectures program has focused on current public concerns and established contact between an enquiring citizenry and the university. The program has worked mainly through other organizations which have been invited to choose speakers from a panel gathered by the resident tutor. Over the years, efforts have been made through this program to deal with issues of contemporary interest and national significance, such as "West Indians in Britain" in the late fifties, "The Federal Constitution" and the "Meaning of Independence" in the early sixties, and the "Generation Gap" and "Mobilising for Literacy" in the early seventies. To make the lectures as effective as possible efforts have been made to offer only topics which can be effectively treated in a short time, select as lecturers only people who can communicate readily with a lay audience, and arrange a series of related lectures on a given theme. This program has been directed to whose who by reason of their education and community status are natural leaders. Audiences usually consist of small but keenly interested groups, for the most part community leaders who, it is hoped, will then pass on any fresh insights gained or new points of view to the groups which they represent, thereby influencing public opinion at crucial levels.

## IMPACT OF THE DEPARTMENT

### "Education for Nationhood"

The Extra-Mural Department is one adult agency in Jamaica whose impact has been investigated. Between 1972 and 1977 a study[16] was made of the Department's effort to fulfill its self-proclaimed intention of contributing to nation-building in the Caribbean. The study had two parts. The first examined the various programs related to nation-building which the Department had offered. Some measure of "program response" to the guideline for "Education for Nationhood" was clarified through the analysis of primary and secondary documents and to a lesser extent, direct interviews and the writer's experience as a *participant-observer. In the second part two quite different* techniques--the grid and the questionnaire--were used to convey an idea of "the inter-acting factor during national evolution" and to portray "impact." These devices provide information concerning the Department's nation-building efforts from sources other than the main architects of extra-mural programs.

The questionnaire was designed to measure impact of extra-mural programming on the process of nation-building in terms of the goals and strategies of the Department.

The population canvassed by the questionnaire included extra-mural staff members, class participants, other educators, and members of the public with no involvement in extra-mural work. Respondents to the survey were overwhelmingly of the opinion that the university adult education program had contributed either greatly (40.0%) or moderately (60.0%) to nation-building in Jamaica. None of the individuals canvassed thought that the programs had made no contribution. The same responses were given in reply to the question about the extent to which "Education for Nationhood" provided the chief dynamic for extra-mural work in Jamaica.

Given that most of the population surveyed was fairly close to the Extra-Mural Department in one respect or another, it is perhaps to be expected that they were, on the whole, aware of the main direction being charted by the planners and directors of the university adult education program. There was much support (98.2%) for the view that the university adult education program initiated changes in the national life of Jamaica but that in so doing the Department was merely responding to forces outside the University--69.1% "moderately" and 20.9% "greatly."

At the same time, opinion was that the political and other leaders in Jamaica had only been "moderately" (70.2%) influenced by the work of the Department of Extra-Mural Studies. As much as 23.0% of the respondents considered that such programs had no influence on Jamaican political leaders. This is in keeping with the fact that the Department, unlike others in certain other new Commonwealth nations, did not directly promote any activity especially designed for political leaders, although the latter may have been influenced by certain citizenship programs which leaders had attended, which were generally reported on in great detail by the press, and concerning which materials such as brochures had been received by these leaders. Also, it is fair to expect that they may have been influenced by articles in the press by extra-mural staff members and others and through extra-mural programs on TV and radio.

In response to the question as to the degree to which the collapse of the Federation of the West Indies influenced the effectiveness of the contribution of university adult education in the Caribbean, 25.0% considered that this influence was "very great" and 63.4%

that it was "moderately great." Ten per cent--a rather high figure for this questionnaire--considered that there had been no effect.

Responses received mostly support the evidence gleaned from other data; namely, that most offerings in this category were perceived as contributing to nation-building in Jamaica. Table 18 shows this view affirmed as it applied to the training of public administrators (60%), local government officers (51.0%), and teachers(42.0%). The response to business management training was that such mid-career offerings were only "moderately successful," with a relatively large number opting for the response of "little success" (16.7%).

Table 18

IN-SERVICE TRAINING PROGRAMS IN JAMAICA

| | Ratings | | | | |
|---|---|---|---|---|---|
| | 5 (high) | 4 | 3 | 2 | 1 |
| Training in public administration | 14.5 | 45.5 | 21.8 | 18.2 | - |
| Business management training | 16.7 | 37.0 | 20.6 | 16.7 | - |
| In-service training of teachers | 9.6 | 32.7 | 44.2 | 11.5 | 1.9 |
| In-service training of engineers | 2.3 | 25.0 | 47.7 | 18.2 | 6.8 |
| Training of justices of the peace | 11.1 | 15.6 | 35.6 | 31.1 | 6.7 |
| Training programs for local government officers | 11.8 | 39.2 | 45.1 | 3.9 | - |
| Programs of training of youth leaders | 8.0 | 38.0 | 44.0 | 8.0 | 2.0 |
| Police officers training courses | 4.3 | 41.3 | 39.1 | 15.2 | - |

The greatest change which respondents to the questionnaire wanted in the university adult education program was extension into rural areas (30.4%). This desire supports the second most commonly suggested change, rationalization and co-ordination of university adult education work with other adult education programs (21.7%). Also, facilities for skills training were wanted (21.7%).

Further, respondents were of the opinion that university adult education programs should concentrate on further offerings in the area of government, politics, and economics if they are to contribute to the future national development of Jamaica (26.3%). Further emphasis on management training was also recommended (21.2%).

A small number of respondents suggested future work in an area in which no extra-mural work has ever been attempted overtly in Jamaica, namely, "attitudes training" (15.8%). Such a category had been included in other types of offerings but had never been a major designated area. There was no suggestion from respondents that the courses so far offered should be cut back. Also confirming similar findings from other data sources, respondents to the questionnaire thought that the adult education program should be aimed at out-of-school youth (34.3%).

Finally, respondents were asked how the university adult education program could be integrated into the overall national education system in Jamaica. The predominant view was that this should be pursued through developing links with primary and secondary education levels (28.6%) and also with the Ministry of Education (25.7%) as well as through collaboration with other agencies (22.9%).

## Publications

The Extra-Mural Department has pioneered in efforts directed at getting the Caribbean people to accept that local issues are as much a proper concern for intellectual activity as they have been the concern of New York, London, and Moscow. Specifically, the Department of Extra-Mural Studies laboured mightily in seeking, along with others, to gain acceptance by scholars, students, and the public at large for Caribbean studies. An important part of these efforts has been the publication of the periodical Caribbean Quarterly, now an important focus for Caribbean scholars in almost all disciplines.

The publications sponsored by the Department seemed very conscious of its role as the intellectual spearhead of the nationalist movement. The theme of nationalism has been less pronounced recently, largely, paradoxically, as a result of these publications, which has resulted in some publications, particularly the Caribbean Quarterly, gaining academic acceptance. Being therefore besieged with all types of manuscripts, these publications have broadened their scope and so ceased to be messianic champions of West Indianism and bridgers of the chasm between the "two cultures."

If a university press were established, as has been suggested, much could be done to improve the scope, quality, and range of the extra-mural publications which, due to lack of funds and attention, have not contributed as much to Caribbean thinking in the immediate past as they did in the more distant past. The series on "Caribbean Affairs" especially should be resurrected.

## CONCLUSION

The evidence indicates that university adult education has exerted some formative influence on nation-building during the evolution of most Caribbean territories to full nationhood. There is thus evidence for the view that the ease and success with which Caribbean territories have progressively assumed greater constitutional responsibility with increasing administrative and political responsibility was facilitated by the Department's nation-building programs.[17]

The university adult education programs have displayed much flexibility, in that at each stage of Jamaica's national development, programs appropriate to the historical nature of the particular advance, were forthcoming. Table 17 gives a summary of the types of in-service programs offered in Jamaica by the Department over the years. Close inspection reveals that at every stage the Department offered programs to assist in preparation of specific target groups to contribute their skills and expertise to modernization and development.

Interestingly, this broad community orientation and nation-building commitment of an extra-mural department did not develop in the West African Universities, which came into being in the same way with the same British origin as did the University of the West Indies. S.G. Raybould reports that in these respects they closely followed the patterns set by the British metropolitan institutions: "Both in Nigeria and the Gold Coast the work of the Extra-Mural Departments, as of their parent University Colleges was deliberately founded on British models."[18] In contrast to Raybould's view of the West African situation, we find Andrew Pearse, a tutor from the United Kingdom, reporting in the early fifties that with regard to the University of the West Indies extra-mural programs, "No dogmas have yet arisen, nor is its (the Department's) functions laid down by regulation, as now in Great Britain."[19]

Perhaps the presence of two indigenous members (Sir Philip Sherlock and Sir Hugh Springer) on the Irvine Committee accounts for the nationalist direction charted for the West Indian University which was absent from other colonial universities in West Africa and the Far East, in which territories the university's role in nation-building was at best implicit. Furthermore, in other respects there were considerable differences between the university adult education experiences of the Caribbean and of West Africa. This may be in part attributed to the fact that in Africa, European cultural imports, including university adult education, were grafted onto an indigenous culture with which they were often in conflict. In fact, the importation of British university adult education may have been a mixed blessing, or at least nay have slowed down rather than speeded up the process of nation-building in such territories, where European colonialism was a limited historical period. For the Caribbean, on the other hand, until independence, colonialism has constituted the national experience. These different historical experiences may have been responsible for the different approaches to extra-mural studies between Caribbean indigenous nationalist observation and the "liberal education" of comparable universities of the "ex-colonial" British territories which adhered more closely to British patterns.

"Education for Nationhood" inspired the first twenty-five years of extra-mural work in the Caribbean. What of the future? In most former British Caribbean colonies, political independence has been achieved and much effort is being directed towards ensuring financial and economic self-determination while restructuring society. Ideas relating to decolonization,liberation, and socialism are likely to be to main concern of the Caribbean peoples and governments during the eighties and well into the future. In the same way that "Education for Nationhood" summarizes the main focus of the Department of Extra-Mural Studies in its first twenty-five years, the rallying cry "Education for Liberation" may provide guidelines for the next twenty-five years. This would lead to an emphasis on programs designed to enhance efforts at decolonization--philosophical, economic, and political. In any event, extra-mural work in the Caribbean will, in future, have to respond even more strongly to legitimate political and economic concerns in order to be a more effective agent of change and national development than it has been in the past. To accomplish that goal, university adult education should be conceived of as a constituent of the national education effort.

In 1970 the Acting Director spoke of the evolution from extra-mural to extension work in regard to possible collaboration among all areas of extension within the University.[10] While this has not yet happened, most of the University's departments engaged in extension work have become more self-conscious concerning the nature and purpose of their tasks.

Thus, for the future, the Department may have to contemplate taking the initiative in co-ordinating all sections of the University engaged in extension work. A joint University Extension Service would have optimum effect in the territories served. Such co-ordinated extension activities should be integrated with conventional educational provisions. This is the only way innovations and new departures will emerge, so as to permit the total articulation and mobilization of formal and non-formal education and to bring even modest educational provisions to 100 per cent of each age cohort. The problem cannot be left entirely to the respective ministries of education. Maximum creativity is required, as only by practical innovations of all sorts can the needs of the majority be met and today's predominantly semi- and illiterate society be transformed into the learning society of tomorrow, with a shifting emphasis from pedagogy to andragogy and mathetics (preoccupation with the learner). Some implications of this future development are discussed in Chapter 12.

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[10] Rex Nettleford, University Adult Education in the West Indies, March 15, 1970.

[11] H.L.A. Gordon, Aspects of University Adult Education in Jamaica, mimeographed report, 1971.

[12] Little educational preparatory work was done by other agencies, a fact which further reveals the value and timelessness of the Department's offerings in this area.

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[14] *Ibid*. p. 17.

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## 12

## THE FUTURE BECKONS

### INTRODUCTION

This chapter highlights areas which are likely to be substantive concerns of adult education in Jamaica for the remainder of this century and well into the next. The selection of such topics for final mention is necessarily partly subjective. Yet as both a practitioner and a researcher in the field for almost two decades, and therefore a participant/observer, I can perhaps claim to be able to distinguish between the critical and the pedestrian and between highlights and mere milestones. The crisis of identity in the immediate pre-independence days (that is prior to 1962) after twenty-three years has been replaced by a crisis of management at all levels in both private and public sectors. Further thoughts on management training must therefore be included.

Then there is the question of technology, so bound up in the issues of low productivity and poor work attitudes, which often result from a coincidence or collision of the two "cultures" of Jamaica. Often both management and workers fail to perceive that problems at the workplace in contemporary Jamaica are more cultural than technological in the narrow sense.

Two other areas warrant further attention. The first is the issue of the training of adult educators at the university level, in which regard Jamaica lags behind many Third World countries and fails to provide for its immediate and future needs.

The second matter arises from the fragmented nature of adult education in Jamaica; namely, the issue of the co-ordination and further coherence of the active adult education bodies. These serve as indicators of the likely areas of concern and interest of Jamaican adult education.

## CULTURE AND TECHNOLOGY

In discussing the changes of attitude necessary to make a "subsistence-level" working population part of a modern industrializing state, one is really discussing cultural change. In Jamaica there is a shift into scientific, critical, and value-neutral modes of thought demanded by twentieth-century technology. (Whether this shift is a "good" thing or not is another question.) Before the shift can be fully undertaken and consolidated, people must be convinced that it can be done at all, that Western technology is not utterly foreign to them, but rather a set of facts, skills, and methods available to anyone. This sense that technology can and should be available to anyone who cares to learn, is one that must be part of any twentieth-century nation's faith in its own independence. Such internalization of a sophisticated new concept cannot be left entirely to the school system; adult educators must also convey it. Yet the Jamaican adult education movement so far has largely failed to deal with the nation's need to develop an appropriately skilled and scientifically literate population.

The root cause has been Jamaica's protracted period of colonialism, part of whose recurring syndrome of dependence has led to the prevailing view that matters of science and technology are concerns of the big powers only and beyond the ken of Third World countries.

However, the shift away from total cultural and political dependence in the seventies has suggested to at least some Jamaicans that science and technology are appropriate pursuits for them as well, that these are not the divinely ordained preserves of their political, economic, or racial "betters." At the same time, capital-intensive technological development everywhere has strengthened imperial power, whether it be American, western European, or Russian, and by either creating no new jobs or throwing unskilled workers out of work, done nothing to alleviate the poverty of the Third World but has actually increased it. (The past twenty years have proven that the gross national product can rise while life for those who are supposed to be benefiting from "development" gets worse.) A few who were rich before have become richer, the majority have received nothing but a more vivid idea of what they still cannot have. It is generally recognized that only by the application of science and technology can the quality of life of the poorer nations be improved. This recognition has greatly increased the realization by the Third World that scientific and technical expertise is useful and obtainable.

The historical preoccupation of Jamaican students with the humanities, law, and social sciences has meant that the nation has not nurtured the scientific spirit and scientific skills to the extent necessary for the acquisition and sustenance of technological and scientific skills, which have become essential for economic survival.

It has not been fully realized in countries like Jamaica that expertise resides in people and that technology is only available to the extent that it can be applied by trained and skilled people.

Accordingly, there must be greater attention to scientific training at all levels, including raising the general level of scientific literacy in the mass of the population. Surely Jamaican adult education has a responsibility to contribute to realization of these objectives. The need is twofold: to raise the general level of scientific knowledge and to encourage and enhance the talents of working scientists.

To attain these objectives, some central mechanism is required. The Scientific Research Council was established to perform some of these functions, mainly by undertaking research investigations into local scientific matters. It was also intended to advise the government on scientific and technological issues.

An updated Scientific Research Council or other science council is needed to undertake the major task of monitoring worldwide scientific developments which could benefit the Jamaican people. For a small country which cannot afford much fundamental research of its own and which is therefore highly dependent on such advances elsewhere, it is imperative that there should be experts making careful note of such advances in various parts of the world and holding a watching brief on behalf of the Jamaican nation.

The status of scientists in Jamaica has not been very high. A science policy must include raising this status. Admittedly, this would involve increasing the percentage of national expenditure on various aspects of science and technology, but the adult education movement must also perform a role here. For example, it could contribute to stimulating an interest in science and technology on the part of all Jamaicans, youngsters as well as adults. This would go far in overcoming the national sense of inferiority and inadequacy. One high priority must be to de-mythologize science, to strip it of the bogeys and "obeah-like" quality which it has acquired in the minds of many Jamaicans, with the resulting view that science can only be successfully tackled by the exceptionally gifted.

Another tack is to convince the government of Jamaica to step up advanced training in the fields of technology, which would demand nothing less than either a conversion of CAST into a technological university or establishment of a faculty of technology at the Mona Campus of the University of the West Indies. There are many areas in which advanced technological training is highly desirable but which can only be perceived, adequately understood, and provided for, by a high-level institution of technology. Money spent on such an institution would certainly be money well spent. It is doubtful that the proposed polytechnic as presently conceived can perform this role.

One important facet of this effort should be to rescue technology from the doldrums it now occupies in Jamaica and to place it at the pinnacle of Jamaican interest and national concern. The status of the Scientific Research Council should be elevated and given the resources to tackle some of the fundamental technological problems of the country, instead of merely tinkering with fascinating but largely peripheral, if not irrelevant, scientific minutiae.

In a small country like Jamaica with comparatively few professional scientists, a science council would, in addition to performing certain advisory, monitoring, and animation roles, be a body within which professional scientists could confer and provide for their professional interests. This would mean much in terms of official recognition, exercising discipline, maintaining high standards, ensuring the welfare of practicing scientists, and attending to many other issues of concern to science in Jamaica.

Another broad adult education role which a science council could perform would be responsibility for sponsoring the establishment of science museums throughout the country, designed to inspire all ages of Jamaicans and to introduce then to the fascinations of science. The work of the Institute of Jamaica in this respect has been of value; however, the need to increase scientific literacy of the Jamaican adult population requires more attention than the Institute of Jamaica has so far given.

The Association of Science Teachers of Jamaica has done more than any comparable institution on the island to stimulate Jamaican school children in secondary schools and young adults in the training colleges; but 50 per cent of our youngsters are at the moment outside the reach of its activities. Also, it does not concern itself with the needs of the adult population.

The Extra-Mural Department has made a small contribution here by way of a limited number of lecture/demonstrations on scientific topics which were offered in Jamaican programs some years ago. This series was done in association with the Physics Department of the University of the West Indies, some of whose staff members conducted the various sessions, including some very arresting and spectacular science demonstrations.

Recently, the morning newspaper, The Daily Gleaner, has published a regular column entitled "Science and You," written by a Jamaican scientist.

In its second term of 1979, the Institute of Management and Production, in conjunction with the Scientific Research Council, sponsored a series of workshops on issues of science and technology importance to Jamaica. The objective was to promote dialogue and cross-fertilization of ideas between the academic scientists at the university and the Scientific Research Council on the one hand and practical industrial scientists on the other. This series was not well supported by the University.

Impartiality, enquiry of enterprise, and self-reliance which science, properly taught and properly learned can inculcate, are values urgently needed in Jamaica today. Expertise apart, the cultivation and development of a scientific attitude on the part of our people will do much to reduce the incidence of careless thinking and mindless mediocrity which, sad to say, afflicts most members of the Jamaican population. It is my profound hope, although not yet my conviction, that strong doses of scientific method will do much to unscramble the chronic "anancyisms" (convolutions of character associated with the Jamaican (African) folk hero Anancy) which so distort the Jamaican character.

A properly funded and staffed science council, perhaps under the auspices of the Ministry of Mining and National Resources, could play an important role. It is a truism, if not a cliche, that the future of Jamaica depends on its ability to develop rapidly a sophisticated attitude to science on the part of the mass of the people and to cultivate a high level of expertise and skill on the part of a large minority of middle- and high-level workers.

On functional grounds, on theoretical grounds, on grounds of national concern, it is necessary for both government and non-government scientific bodies which currently exist to develop educational scientific programs for out-of-school youth and adults. A properly constituted science council could oversee the implementation of these.

## CONCERNS OF MANAGEMENT TRAINING

### The Need

For years Jamaican trade unionists have claimed that the numerous industrial disputes which have bedevilled Jamaica's commerce and industry spring not from worker irresponsibility, as often suggested, but from managerial incompetence. Anyone who has been close to the operation of Jamaica's business decision-makers recently must sense that there is some truth in this assertion. Such malaise affects management personnel in private and public sectors.

Outward migration of skilled and experienced management personnel has also detracted from management's performance in public and private sectors. One response to this situation has been to step up training. In the short run, the upgrading of the skills of staff members who remain seems to be the answer.

Trade unionists are also quite rightly aware that in many instances they are better prepared for industrial bargaining than their counterparts in management. The work of the Trade Union Education Institute and the increasingly sophisticated research and educational activities of the larger trade unions confirm this. It is also true that the "professional" trade unionists usually have far more industrial relations exposure, experience, and native wit than management.

For the above and other reasons Jamaican firms, as indicated earlier, have begun to take management training seriously. The government of Jamaica is becoming aware that more sophisticated and scientific management is required if its projects, often well-conceived, are to become reality. The establishment of the Government Administrative Staff College, the initiation of a manpower survey, and the projected development of a Manpower Development Centre in conjunction with the World Bank are all evidence of some action.

Given, therefore, that more and better management training is desirable, it is instructive to consider briefly some of the concerns indigenous Jamaican management training, if it is to be both realistic and relevant, needs to address itself.

## Some Background Observations

Close observation of industrial situations reveals that problems lie with both management and workers. The Jamaican manager is frequently accused of treating his workers badly, of condescending to them. He often appears not to set or define realistic goals. Workers may feel that he does not regard them properly or criticize their work constructively. And he may not even know how to delegate responsibilities in the Jamaican situation.

On the other hand, the Jamaican worker is frequently accused of being unwilling to do more work than the bare minimum. Perhaps this can be seen as a legacy of slavery because of the lack of mobility. Because the Jamaican worker has been frustrated in his aspirations, he no longer seems to aspire, or does not seem to aspire constructively. He receives low pay and often suffers from management's low opinion of him.

The Jamaican worker also confronts a situation where too much emphasis is placed on finding the "right answer", ignoring the fact that there may be several "right" answers to a problem. Thus, he may be stunted in his own confidence and ability to cope with unfamiliar situations. He must meanwhile put aside his own culture and enter the mysteries of another, causing enormous personal stress and excessive reliance on formula solutions.

## Human Relations

In a small society divided by race, money, and class, the problem of human relations at the workplace understandably looms large. This is evident from the discussions in the previous two sections. Another factor has been the emergence of formally trained graduates in business management from the University who are often called upon to work under the direction of untrained management, causing obvious problems.

Jamaica is experiencing political and economic difficulties critical to the well-being of the country. In such circumstances, the whole problem of what is generally labeled "human relations" (sometimes called "the class thing") is therefore of paramount importance and urgency, though it is often difficult to determine precisely what is meant.

Given, therefore, that a major problem in the Jamaican workplace is human relations, management training especially of the in-service variety needs to address itself to this fact. Basic management principles are essential. So also is training in the functional areas of management. But none should take precedence over "the happiness index," as programs oriented towards attitudinal and behavioural areas are often derisively dismissed. Relating to employees, motivating workers, managing people are all historically a new in a society in which for most of its existence workers performed by coercion the the whip, bond, or gun.

The slave master was succeeded by the "Bakra-man", who in turn gave rise to the authoritarian manager, landlord, and planter. These all exacted appropriate responses from their "employees," not by understanding and motivating them or by applying behavioural principles or by practicing good interpersonal skills, but by cracking the whip, actual or metaphorical.

The other side of the coin has been, understandably, that out of such a mix Jamaican workers inherited a legacy of poor work attitudes, often evinced by lack of pride in individual tasks and duties, low productivity, no identity with employer and querulousness, unpunctuality, and lack of ambition.

No wonder, therefore, that the Jamaican industrial and commercial scene is characterized by unrest, stagnation, and both underemployment and low productivity. It is paradoxical that in such a situation where many Jamaicans fear the inevitability of the "Cuban solution," namely, imposition of totalitarian socialism, the real danger may well be the "Haitian solution" of a slide into mindless poverty.

The previous PNP government's response to the human relations problems deriving from the above historical circumstances was to foster democratization at the workplace by the introduction of "worker participation." However, this effort was stillborn because of its obvious politicization, employers who feared worker control, and lukewarm reaction from the trade unions, which feared loss of their influence on the workers.

As increasingly recognized, the answer lies in training both management and worker separately and jointly. The round table conferences sponsored by the Civil Service Staff College and its novel (for Jamaica) training seminar for cabinet ministers and permanent secretaries are steps in the right direction. So also are some recent emphases in the Personnel Management Diploma C Course at the College of Arts, Science, and Technology. The content and focus of the Institute of Management and Production Diploma Program in Personnel Management and Industrial Relations have been well conceived. This includes courses in Jamaican trade unionism, labour laws, personnel management, and industrial relations. Other Institute of Management and Production courses such as those on the characteristics of the Jamaican worker, customer and staff relations, and work attitudes are all apposite. More and higher quality courses of this nature need to be offered by all management training bodies.

## Organizing Management Training

Should management training only be done by the university, should there be provision for some type of internship, and what exactly should be the role of the various private sector training institutions? Should such training be monitored and regulated by the government? All these are issues to be resolved. In doing so some underlying considerations should be kept in mind.

For individuals there are the need for improved general education, the need for a more practical and less theoretical grasp of problems relating to specific sectors of business, the need of management for greater knowledge and confidence, and the need for better training staff. For organizations there are the need of industry to avoid overlapping services and duplication of products, the need for the University of the West Indies to realize that its present management studies programs are far too theoretical, the need to follow up and evaluate training programs, encouraging longer, in-depth courses, and discouraging less valuable short courses and week-end seminars, and the need to reduce the incidence of labour relations problems by educating both managers and union members on all labour-related subjects such as bargaining and union management. Because many low- and middle-level managers in Jamaica today are members of unions, there has been a deterioration in their effectiveness as managers and in their relations with their workers and their management.

Every effort needs to be exerted in ensuring that the various in-service training programs for management and other groups are work-oriented and hence practical rather than theoretical. Job-relatedness and problem-solving should be guiding factors in curriculum development. In addition, it may well be that training programs should be structured so as to permit course participants to spend as much as 50 per cent of their time outside the classroom and preferably receive in-plant advice and consulting at their workplace.

Another prerequisite for success of the increasing number of management training programs is that trained personnel be given every opportunity to implement skills learned or changed attitudes in their own job situation. This means that superiors should be fully aware of the curriculum and expectations of training programs and systematically facilitate and monitor the performance of trained personnel. Both this problem and that mentioned in the previous paragraph constitute "unfinished business" in management training and staff development as a whole. This brings me to consider below university activity in the broad area of "human resource development."

## THE ROLE OF THE UNIVERSITY

### Beyond the Walls

In the previous chapter I described the intense program activities of the University's Extra-Mural Department in the last thirty years and showed that the overriding objective was to contribute to nation-building in the Caribbean. However, the extent to which "Education for Nationhood" constituted a conscious determinant of extra-mural policy at all levels of the Department throughout its history is debatable. The positive evidence in favour of this contention, that is, that such extra-mural activity did contribute to nation-building, is sufficiently persuasive as far as it goes. However, paralleling the concept of "Education for Nationhood" has been propagation of the idea of university adult education as primarily a dispenser of a "liberal education." Thus we find an early resident tutor championing the role of the University in developing habits of free enquiry, objective disputation, and transmission of society's values.[1] There remains some doubt as to how widespread a clear vision and understanding of the University adult education work was in the Caribbean. Also, at least some of what was achieved was achieved by serendipity. Some achievements probably only incidentally contributed to nation-building and many extra-mural offerings perhaps made no contribution at all.

Both in the rest of the University as well as among the general public there has been a lack of understanding of the Department's goals and accomplishments. In many ways, this situation has been detrimental to its work. For example, lack of knowledge militated against the Department being able to command the support of the university community for its work and created difficulties in the Department's ability to obtain financial support from the governments and public of the region. True enough, the work of the Department in some limited areas has been well supported by specific groups and specialized clientele, but the broad and tangible governmental and community support which it merits has not been forthcoming.

It is a finding of this study that the university's adult education work in the region would have been much more widespread and effective if there had been a broader base of appreciation and understanding of its purposes and direction on the part of the various publics with which it has had to deal, including the broader community "beyond the walls."

With regard to the nature of the interaction between university adult education and nation-building, I note in my doctoral study that the former exerted a formative influence on some stages of nation-building during Jamaica's evolution to full nationhood.[2] For example, through its in-service educational program, the Department enhanced the capacity of key groups in the communities to play effective roles in nation-building. Thus, the ease and success with which territories progressed to more constitutional responsibility and administrative complexity was facilitated by the Department's nation-building programs.

In Jamaica the most important contribution of the in-service training programs has been in imparting expertise and appropriate attitudes, especially to senior civil servants regarding the operation of the "Westminister model" of government.

The citizenship education programs also have been important elements in the nation-building activities of the Department of Extra-Mural Studies in Jamaica. There has been a long history of citizenship education efforts in Jamaica. Such activities have been widespread and the facilities and skills for putting them into effect have been refined over the years. At first it was the short-term "impact" which was important, conveying the signal that new times were afoot. Later efforts were directed towards long-term development of an enlightened leadership and promotion of critical modes of thought in the conduct of public affairs. The concentration of such efforts on significant events such as independence in 1962 and following the 1972 change of government, not only did much to create public awareness, but also to influence the thinking of individuals who occupied positions of influence.

Unfortunately, the public education program of the Extra-Mural Department in Jamaica has been eliminated. The daunting political ferment of contemporary Jamaica has not enjoyed the enlightenment and exposure to public education and community discussion piloted by the Extra-Mural Department as has characterized all other formative periods in Jamaica's recent history. Also, extra-mural staff members, by engaging in overt partisan posturing, have surrendered the leadership of informed opinion through public education and have become largely propaganda puppets and political apologists.

"Education for Nationhood" has overt political overtones but for twenty-five years extra-mural involvement in public affairs by the Extra-Mural Department was largely, indeed often entirely, educational. During most of the seventies, the rallying cry in Jamaica was "Socialism and Liberation." Regrettably, during this period many interventions by the Extra-Mural Department were partisan and propagandist in nature, taking the form of "news commentaries," the hosting of talk shows, and public speeches larded with socialist rhetoric. The result was that the Department lost its credibility and its standing as an arbiter and provider of public debate, and education has been seriously compromised.

Hitherto, extra-mural staff themselves in Jamaica have recognized that without infringing their cherished academic freedom as University staff members, their peculiar positions as public scholars meant that they had to exercise politics discipline. That meant that the public responsibilities which they held in trust for their publics demanded non-involvement as political activitists and objectivity and fairness in debate and public education. As discussed in Chapter 11, such was the case in 1962, 1968, and 1972. This loss of public trust and confidence has been sad for the Jamaica public which has lost an important resource. It is also sad for the University, which has lost important influence and surrendered a historic role.

This niche of "public" education is being increasingly occupied by other organizations such as the Jaycees, the private sector organizations of Jamaica, the service clubs, the Jamaica Library Service, and forums sponsored by The Daily Gleaner, the activities of which last being organized by one of Jamaica's better-known and experienced adult educators who, while Director of Extra-Mural Studies, presided over some of the most active public education programs ever sponsored by that Department.

## Training Adult Educators

The University has yet to assume it primary responsibility for training and research in the field of adult education, quite apart from its more traditional extra-mural functions. In this regard, the Department of Extra-Mural Studies has a clear obligation to continue to do all it can to make facilities available within the University for research into adult education and to train adult educators for the Caribbean, in addition to providing training in various specialized areas which it currently conducts.

However, not to be diverted from its main extension task, the Department should not assume responsibility for instruction in adult education, but seek to persuade the University to establish department of adult education separate from the once proposed Department of External Studies, although both departments would nevertheless work closely together.

In almost all other parts of the world, universities are beginning to realize that the discipline of adult education, although new and still developing, is nevertheless sufficiently well-defined to warrant university attention in its own right. In the United Kingdom, which in some of these matters is often one of the most conservative of countries, many universities now offer post-graduate training and encourage research in this field. In Canada and the United States, many universities offer adult education as a subject on its own. the 1968 study by Ingram and Qazilback[3] lists twenty-four institutions in North America which offer post-graduate programs in adult education to the master's or doctoral levels. Doubtless, there are now many more.

Developing countries in Latin America and parts of Africa and Asia are also incorporating adult education into university curricula. The University of Guyana has recently established a chair in adult education. Given this almost universal concern and commitment, one must ask whether there are any grounds for thinking that in the West Indies there is some special insight into this matter or peculiar circumstances which keep these territories out of step with the rest of the world.

In any case, one questions whether in developing countries such as those in the Caribbean only disciplines recognized by "Oxbridge" as safe, respectable "academic disciplines" should be taught at the universities. So long as there is a need in the society to educate and train people at the university level in a particular field, and provided that there is sufficient subject-matter in that field, then it ought to be taught, whether or not it meets the purist's criteria for a well-defined discipline.

Another objection often raised is that the components of adult education differ so widely that they have nothing in common. As indicated earlier, most descriptions of adult education include formal education for adults, fundamental or basic education, in-service training , and liberal and cultural education. These obviously differ in many ways from each other in subject-matter, but there is similarity in the method of teaching these subjects and in the psychology of dealing with adults in these different fields. Such similarities are being extracted and distilled and are enabling practitioners and scholars in various fields to come together under the canopy of adult education.

Another argument sometimes advanced by those opposed to the teaching of adult education in the University of the West Indies is that there is not enough subject-matter in this discipline to enable it to be taught effectively in Jamaica. The answer to this objection has two parts. The first is that there are certain basic universal principles which would be taught in any well-designed adult education course, regardless of where the university was located. Second, in teaching the discipline in the West Indies for West Indians, one would wish to make use of West Indian material and experience, including case studies. Not much material of this sort exists at present, but this need not be considered an ultimate deterrent, as the same is true of certain other subjects now being successfully taught within the University, especially in the faculties of Social Sciences and Education. In addition, as in other disciplines, there has been a steady accumulation of relevant materials, for example, in the Social Development Commission, which has a long and fairly well-documented history, in the Jamaica Agricultural Society, in the Ministry of Agriculture, JAMAL, and in a certain amount of written material on university adult education in the Caribbean. So in this respect adult education is little worse off than other fields which are now being taught quite happily within the University and for which Caribbean material is only beginning to be prepared and produced.

The next point is, is there sufficient demand for university-trained adult educators? No adequate survey has ever been done on this point in the Commonwealth Caribbean. But the preliminary survey of adult education in Jamaica conducted by Taylor and Gordon* in 1971 documented that there are numerous agencies which employ people in some aspect of adult education work, even when they have other duties to perform as well as community development. The survey for CARICOM and the ensuing conference confirmed the need for trained adult educators in the Caribbean region.

In the Jamaica survey over fifty agencies out of sixty-eight contacted regarded their work as involving some aspect of adult learning, and presumably there are many more. There seems to be little doubt that there is a demand in Jamaica and throughout the English-speaking Caribbean for workers trained in adult education; that is, for people with some training in the psychology of adult learning, in the methodology of adult education and other elements increasingly referred to as the discipline of andragogy. There seems to be at least as much demand for people so trained as there is for librarians or for practitioners in communications media; for the training in both of which departments have now been established at the University of the West Indies.

The type of adult education training offered could start by making adult education available as an option in the Diploma of Education course at the University of the West Indies and eventually aim at offering a certificate or post-graduate diploma and eventually a degree in adult education. The tentative training program under the aegis of the Extra-Mural Unit in Trinidad is to be welcomed and encouraged.

## CO-ORDINATION

At present, then, numerous Jamaican agencies are engaged in adult education. The 1971 survey identified over seventy.[5] Over a decade later there are obviously many more than that. The fragmentation of non-formal education in Jamaica was further confirmed by a study which revealed that governmental responsibility for adult education and training was then divided among eleven ministries, in addition to the Ministry of Education.[6]

Two features of this diversity should be noted. First, not all these agencies are exclusively involved in adult education, although they all do a certain amount of adult education work. Second, these organizations have little contact with each other, sometimes duplicate each other, and are not regulated.

Some co-ordinating machinery could contribute to the effectiveness of adult education efforts in five main ways. First, it would make the agencies concerned more self-conscious, that is, more aware that what they are doing, or at least some of what they are doing, falls into the category of "adult education" and that their activities are part of a discipline and movement which is coming more sharply into focus in most parts of the world with its own objectives and increasingly with its own methodology. Second, it would make each agency more aware of what others are doing and in this way avoid duplication or at least the worst manifestations of it. Third, appropriate co-ordinating machinery would imbue individuals and programs with more dynamism. This is desperately needed; spirits are flagging in certain agencies which have been slogging away at it on their own for number of years. Fourth, co-ordination could better orient adult education programs towards national objectives of a developing country. There are areas where agencies have indulged in what in a poor developing country have to be regarded as mere luxuries. These include both the "liberal educational" and upper-middle-class hobby interests, both of which are sometimes found in the University's extra-mural programs. Fifth, a proper co-ordinating machinery could identify deficiencies in program provisions. Now as to what forms such co-ordinatiing machinery should take and by whom it should be constituted, there will be many varying views. But bearing in mind the needs of Jamaica and experience elsewhere, it seems that one form which such co-ordinating machinery could take is that of an advisory council representing the main agencies in the country. Composition of this council should reflect the different categories of agencies involved in this work, government, university, and private.

Such a council should be an advisory body to the ministers involved, a clearing-house and informational centre, and a monitor of developments in the field at home and abroad. It should also be responsible for advising on the rationalization of programs so as to eliminate overlapping and duplication of efforts. It should also be responsible for attracting funding from overseas and local bodies.

Among its other duties, it would advise the Ministry of Youth, Sports and Community Development, which is the principal portfolio responsible for the Jamaica government's efforts in adult education. If the council functioned satisfactorily, it could evolve into a statutory body that could mobilize all efforts in the country so as to maximize the contributions of adult education to economic, social, political development.

The council should do nothing to destroy the independent creativity of individual agencies. As a first step, the university and non-university adult education agencies could perhaps dovetail into each other under the designation "Reclamation Education."

The brief period of operation of a co-ordinated Extension Service during the premiership of the late Norman Manley immediately prior to Jamaica's independence saw some attempt at co-ordination of adult education and community development agencies. During the late seventies certain government agencies began a dialogue among themselves. It is to be hoped that these conversations could lead to more formalized yet creative relationships as indicated by statements from the then Minister of Education, as well as by the Five-Year Education Plan, which may be preludes to positive government action.

Accordingly, therefore, some form of co-ordinating adult education machinery at the national level seems desirable, provided that it functions as a clearing-house and facilitator rather than as a regulator and director. As mentioned previously, the HEART Trust is responsible for certain co-ordination functions. This is a step in the right direction and one follows with interest efforts by this new agency to perform this long-identified need.

The Jamaican adult education movement needs to assume the responsibility for securing national commitment to the goals and requirements of lifelong learning. The first step should be the acceptance by policy-making individuals and institutions of the principle of lifelong learning as not only an avant-garde notion but also as an operational strategy.

This in an opportune time for such a policy to be implemented since, by comparison with most developed, countries, the Jamaican educational system is still relatively flexible and unformed. Thus existing facilities can still be oriented towards and accommodated in the framework of lifelong learning and new resources as they come on stream can be integrated into this overall strategy.

In another few years when many provisions of the new Five-Year Education Plan may have been implemented and the situation have become more structured, it will by much more difficult to put in place a system whose formal and non-formal components can be shaped within the parameters and provisions of lifelong learning.

Placing the responsibility of literacy training (i.e. JAMAL) within the Ministry of Education implies recognition of the desirability of articulation of the non-formal with the formal system if the compelling requirements of lifelong learning are to be realized. This process is strengthened by initiation of community education projects within the Ministry of Education. However, regarding this last program, the opportunity could have been taken to integrate those new initiatives with the already existing community educational efforts of the Social Development Commission and other non-formal agencies.

There continues to be a need for remedial work at the adult basic education level and above. As far into the future as one can see, the formal educational system will be unable to include all Jamaicans and so there will always be some who in their adult years will require exposure to what should have been basic schooling. To cope with this situation, an innovative approach is the only viable one. We need to do new things, find new ways of doing old things, and give full range to inventiveness, ingenuity, and innovation. Formal educators, especially most members of the present educated establishment in Jamaica, are too inflexible and unimaginative to contribute to the necessary agenda for educational change. It is to the adult and non-formal educators that the country is turning.

We need to establish an agenda of innovative proposals to meet the peculiar needs of Jamaican adult education of the eighties and develop action programs to implement these proposals. We need to provide centres in each town or village to serve as focal points of learning. Where the Adult Education Day Centres started by JAMAL exist, perhaps they can fulfill this function; where they do not exist some other centre has to be developed. In such learning centres one could provide audio-visual aids and equipment so that an individual could pursue learning at his own pace and convenience. These centres should be the joint responsibility of the Jamaica Library Service, the Extra-Mural Department of the University of the West Indies, the Social Development Commission, and the proposed new organization.

Educated people who are not teachers by profession can, with a minimum of training and orientation, take part in the teaching and tutoring of other adults. As the privileged elite of the nation, such people can further assist by informing themselves and others of the value to national development of the education and training of adults as a constituent part of lifelong learning; giving financial and personal support to the development of the adult education movement; assisting in teaching and training schemes such as literacy and skills training; organizing and promoting citizens' colleges, community colleges, and other appropriate adult education institutions; and contacting the University of the West Indies' local resident tutor and supporting the work of the Extra-Mural Studies of the University of the West Indies.

## MASS EDUCATION: AN IMPERATIVE

Another innovation should be development of a mass education movement. Appropriate strategies and philosophies would have to be developed as the basis for any such mass education movement. Such a movement should be the central agent for revolutionary transformation of the society. It should initiate a mass educational program designed to complement the formal activities of the government by working in the area of non-formal education. The main purpose of any such movement should be to promote such education in Jamaica and make it available to the mass of the people, including such areas as post-literacy, co-operative education, family life education, education for rural living, and continuing education for the professions. Certain research objectives therefore need to be set.

Often movements of this sort are suspect, if only because they can be easily perverted. Anything in education which is given too much of a populist image is often suspect by professional educators, who frequently consider themselves a special elite. However, if we are not going to ignore vast numbers of our children, and almost all of our adults, we have to make such sceptics accept the idea that alternative educational offerings are desirable and that as policy-makers they should make an effort to endorse these initiatives and integrate some in the national educational system.

Efforts by certain Caribbean educators to form national adult education councils in each Caribbean territory are praiseworthy. These attempts should suceed as they enjoy the support of the CARICOM Secretariat and the Caribbean ministers of education.

It is also necessary to identify the issues which will arise when we seek to relate the non-formal system, on the lines mentioned, to the more orthodox and traditional formal system. Also, there must be a clear understanding of the problems in acceptance of lifelong learning as an operational strategy by Jamaica educators. These include revealing what relevant data and statistics are available, assessing the potential of various pilot schemes such as citizens' colleges, adult education day centres, youth community training centres, extramural programs, and other non-formal educational projects currently in progress; identifying the issues which arise in examining the relationship between adult education and national development in Jamaica; indicating the extent to which further development can be influenced by new concepts, strategies, and philosophies; examining whether it is possible for a comprehensive model of continuing education to be evolved which will be applicable to the entire nation and occupational groups or whether such socio-economic or cultural differences as may exist make this impossible; and providing some indication of the approach to similar problems in various phases in the evolution of the Jamaican nation as well as comparing these phenomena in different countries in the Caribbean.

The adult education movement should promote recognition and general understanding of its own potential in nation-building. The position is still, as Sir Arthur Lewis[7] once pointed out, that adult education in the Caribbean languishes at least as much for want of understanding as it does for lack of funds. Appreciation of the value of adult education in Jamaican development needs to be acquired not only by non-literates, but also by highly placed officials in the university, in government, and in private industry, since the provision of learning opportunities for adults in the Jamaican community is still inadequate and insufficiently oriented to promote national welfare. Jamaican leaders need to be persuaded that adult education can contribute much more than at present, in areas such as skills training, cultivation of appropriate work attitudes, and preparation of the broad masses for the initiation and acceptance of change in our society, indeed realize that adult education can contribute considerably more than it presently does. Adult education as an instrument in nation-building needs to be better understood in all areas of the nation's life, including the university and the government. The increased attention being given to this area of education by other new Commonwealth nations as well as by international agencies such as UNESCO and the World Bank should lend more credibility to such efforts.

Adult education will increasingly gain in importance in Jamaica as in most Third World countries through such efforts, which will follow from a better grasp of the potential of adult education as a contributor to the solution of some of the nation's endemic problems. These include a role in: remedying deficiencies of the formal education systems; serving as a link in the chain of lifelong learning; contributing to the urgent demand for rapid modernization; maximizing citizen participation in the productive sector; preparing youths for gainful employment; contributing to national cohesion; increasing the opportunities, scope, and educational provisions for the underprivileged "sufferers"; promoting literacy and numeracy; enhancing technological progress; and raising the level of managerial performance and administrative practices.

Finally, in Jamaica, the adult education movement will in the near future have to gear itself to contribute to the future nation-building tasks of Jamaica: at the national level in such areas as social economic restructuring and scientific and technological development; and at the personal level of individual "liberation", and enhancement of the "self concept".

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